



State-Building in a Fragile Environment

Strengthening Afghan Institutions through the Work of Returning and Integrated Experts

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Programme for Supporting the Development of
Afghan Ministries and Administrative Systems at National and Sub-National Level

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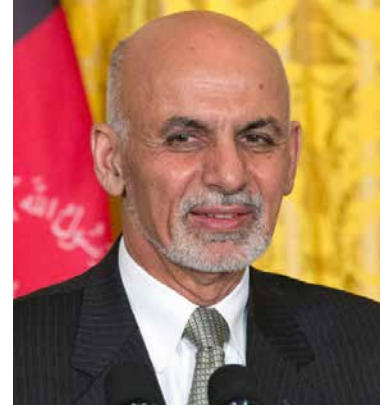
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Cover photo: Afghan women casting their votes at a mosque in Kabul's Dasht-e Barchi district during the 2014 presidential elections.
Back cover: An Afghan army captain and a member of an informal militia on their way to a celebration.

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Foreword



Dr Ashraf Ghani
President of Afghanistan

Dear readers,

This year we celebrate 100 years of German-Afghan relations. During this period, our two countries have experienced highs and lows and now face very different challenges.

While Afghanistan's various political and social classes have differing opinions and ideas as to the right way ahead for Afghan society today, there is also consensus within the country on a number of the topics being discussed. In all cases, we have a responsibility to work together to provide answers to the difficult key questions, including that of how it is possible after more than 30 years of war to build a society that enables all Afghans to look ahead with confidence when it comes to their political, economic and cultural future.

How can we achieve a lasting peace that is acceptable to and supported by all social classes and ethnic groups, by the urban and rural population and men and women alike. Our young people have a deep love of their country. Despite numerous difficulties and challenges in everyday life, this generation is doing all it can to promote development in Afghanistan. What can we do to make the hopes and aspirations of our young people a reality?

Our greatest endeavour is to create a united Afghan society that is open to all its citizens and offers them the security, welfare and representation they need. Education, economic development and political participation are also key areas of our policy, as they provide potential for offering as many citizens as possible a future free from fear and poverty in which they can lead dignified, self-determined lives.

For the Afghan people and my government, Germany is one of our main and closest partners when it comes to working towards these goals, our two countries enjoy decades of friendship. I am delighted and grateful to see how Germans and Afghans are going to great lengths to work together across all geographical and cultural boundaries to promote peace and development in Afghanistan. I am encouraged by the fact that the friendship between our two nations remains alive and well even after the extensive withdrawal of international troops from our country.

This documentation provides insights into all the different areas of state and institutional building in which we are cooperating. In addition to developing functioning state authorities that are fit for purpose, we also intend to build a just and transparent society united in peace.

I would like to express my sincerest gratitude for the way that Germany is assisting us in these efforts and wish you an enjoyable read. May we all have the necessary courage, energy and perseverance to continue our fruitful and important cooperation in the years to come.

Yours sincerely,





Dr Abdullah Abdullah
Chief Executive of the
Islamic Republic of Afghanistan

Dear readers,

Embarking on the “Decade of Transformation” this year, we can already look back with pride at the accomplishments of the Afghan people. Be it socially, politically or economically, our country has changed for the better. Whether it is enhanced health care delivery, improved gender equality, a more literate populace or an increasingly pluralistic media and thriving civil society landscape – Afghanistan moves forward. The successful establishment of a democratically elected national unity government last year is only the latest demonstration of our country’s efforts.

Still – on the path ahead there remain many challenges. We need to work towards building a prosperous and self-sustainable economy. We need to continue our fight to protect the vulnerable from terrorism, militancy and extremism. And we need to create a vibrant, inclusive and peaceful society.

These are huge, but achievable tasks. We and our many friends and partners abroad know this. We also know what is at stake: Nothing less than securing a future Afghanistan that we would like our children and grand-children to grow up in and thrive – hand in hand, as one nation.

Amongst the many countries that support us, Germany plays a special role as trusted friend of Afghanistan for now 100 years. While Afghanistan and its people benefit from a wide range of projects realized through the Afghan-German cooperation, the programme built around Returning and Integrated Experts deserves special recognition.

Integrated Experts support with their international expertise a wide range of ministries, national organizations and universities – including my own office – working as equals with their Afghan colleagues. These are highly qualified people who provide key know-how and work passionately for the betterment of Afghanistan. They are Germans, Europeans, and many of them are also of Afghan descent. Having lived for many years abroad, the latter have become ambassadors of both, east and west.

The Returning Experts represent the treasure trove of our youth: A group of patriotic citizens who decide, after having studied abroad, to give back to Afghanistan as much as they can. In doing so, they counter-act the creeping brain-drain that affects our nation. They are a shining example to us all.

During the past years, these men and women have made a lasting impact on our country and will, hopefully, continue to do so until Afghanistan is fully standing on its own feet. This report is a testament to their exceptional work and talent as well as to the untiring efforts of the Afghan-German cooperation. Their achievements are a reason for great optimism and make us look forward to the next 100 years of our mutual friendship.

Yours sincerely



Dr Frank-Walter Steinmeier
German Federal Minister for Foreign Affairs

Dear readers,

Afghanistan and Germany share a history of friendship that goes back 100 years. This friendship between our two countries is remarkable, not only in terms of its longevity, but also with regard to its depth and our joint responsibility for building a stable, secure and economically independent Afghanistan.

As we all know, adversity is the true test of friendship. After many years of war and the harsh realities of Taliban rule, Germany is leading the way in the international community in supporting Afghanistan's reconstruction work. The Afghanistan Stability Pact plays a key role in this regard, providing funding primarily for strengthening political and state institutions, promoting the rule of law, aiding national reconciliation efforts and helping to develop the police service.

Germany is particularly keen to see a fully functioning Afghan state. In this context, the German Federal Foreign Office's Special Programme for Supporting the Development of Afghan Ministries and Administrative Systems at National and Sub-National Level, which has been running for six years now, is an impressive illustration of the close relationship between our two nations.

As part of this special programme, which is being run by the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH, highly qualified German and European experts are placed in key positions within the Afghan public administration at the request of our Afghan partners. Known as Integrated Experts, many of these individuals are Germans of Afghan origin, enabling them to act as skilful mediators between both worlds. It is especially important to us in this process that the programme also supports returnees. The Return of Talents Programme offers young Afghans who have graduated from German universities career prospects in public administration back in their homeland.

Whether heading up the Directorate of Human Rights at the Afghan Ministry of Foreign Affairs, advising the President on digitisation, or serving as the Chief Executive's Spokesperson, employed locally, these experts, often serving in high-level positions, are adding value in two ways. Firstly, they are developing efficient structures and building capacities for the future, and, secondly, they are serving as contacts to German actors, facilitating constructive, direct political dialogue with Afghan decision-makers.

As well as highlighting the work of these experts, now more than 100 in number, this publication also gives due recognition to the overall value added by German development cooperation actors in Afghanistan. United in a friendship that has endured crises, our two countries can look ahead to a future that will be challenging, yet full of opportunity. I wish you an enjoyable read.

A handwritten signature in black ink, reading "Frank-Walter Steinmeier". The signature is fluid and cursive, with the first name "Frank" and last name "Steinmeier" clearly legible.

Dear readers,

GIZ's activities in Afghanistan are characterised by a strong commitment to cooperating with our Afghan partners, a high degree of expertise and full dedication to our work in a demanding environment. What started with a small office following the overthrow of the Taliban regime in 2001 has now grown into our largest portfolio. There are almost 1,700 national personnel and seconded staff working for GIZ in Afghanistan, with over EUR 600 million worth of development projects having been implemented over the past five years.

The origins of Afghan-German cooperation go back much further. Ever since diplomatic relations were first established in 1919, our two nations have been working together closely in many areas. With terms and conditions of development cooperation agreed in 1958, Afghanistan became one of the key recipients of German development funding. From the outset of our bilateral cooperation, the German Government has been striving to promote the right of the Afghan people to determine their own destiny. Commissioned by the German Government, GIZ is playing a significant role in the current phase of reconstruction and development in Afghanistan, working at different levels to support the progress of the country.

At the end of the transformation phase, the country should be in a position to offer its citizens the prospect of a future beyond poverty and extremism. GIZ is running over 20 projects and programmes in Afghanistan, most on behalf of the German Federal Foreign Office and the German Federal Ministry for Economic Cooperation and Development (BMZ). These initiatives are being conducted in a wide range of areas, including energy, mining, employment promotion, police development, health care and good governance. Our reconstruction programmes are geared to the needs of our partners and designed to foster sustainability and promote capacity development.

Capacity development in particular is crucial, as our Afghan partners will only be able to master the many challenges in their country in a self-reliant and lasting way if they have well qualified staff. This is precisely where the *Programme for Supporting the Development of Afghan Ministries and Administrative Systems at National and Sub-National Level*, as presented in this publication, comes in. Based on one of GIZ's proven personnel strategies, integrated and returning experts assist with increasing the efficiency and effectiveness of Afghan administrative structures and providing citizen-focused services.

As a partner country, Afghanistan presents many challenges for our company and its staff. Ongoing security risks often create additional difficulties when working locally. GIZ is tackling these challenges as a professional and experienced service provider on the ground and keep promoting the country's development and institutional consolidation following the withdrawal of the ISAF troops.

This publication provides a greater insight into the general conditions of our work, the range of areas in which we operate, and the good relationships we enjoy with our partners. I hope you find it interesting and inspiring to read.



Tanja Gönner
Chair of the Management Board of the
Deutsche Gesellschaft für Internationale
Zusammenarbeit (GIZ) GmbH

A handwritten signature in black ink that reads "Tanja Gönner". The signature is fluid and cursive, with the first name and last name clearly distinguishable.



Cooperation beyond the headlines



Cooperation beyond the headlines

The one hundred year anniversary of Afghan-German relations in 2015 and the 90th anniversary of the signing of the first Treaty of Friendship between Germany and Afghanistan in 1926 provide a welcome opportunity for the German Federal Foreign Office and the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH to offer some insights into the cooperation between the two countries.

In recent years, the focus of the media has largely been on the military aspect of Germany's involvement in the rebuilding of Afghanistan. The withdrawal of troops and the near complete handover of security responsibilities to Afghan forces at the end of 2014 represented a milestone in this regard. At the same time, it is easy to overlook the wide range of civil cooperation activities in which the German and the Afghan Governments are engaged.

Germany has been playing a leading role in civil development work ever since the Taliban regime was overthrown in 2001 and enjoys a particularly high level of trust in its relationship with Afghan society and the Afghan Government. As a result, Germany is taking on a unique kind of responsibility. This is not only reflected in the wide range of major international conferences that it has hosted in cooperation with Afghanistan since the start of reconstruction work.

A bilateral partnership agreement was signed in 2012 and a large number of state and non-state cooperation platforms have been launched. Through these various forms of collaboration, the German Government and other German actors are vigorously supporting the vision of a peaceful, democratic, well governed and economically sustainable Afghanistan. The past fifteen years have seen schools, universities and hospitals built, and infrastructure restored and expanded, from roads and drinking water supply to civil aviation. The German Government is also supporting reforms in the security sector, especially with regard to police training. Additionally, Afghan-German cooperation extends to joint cultural activities in the areas of language, the media and cultural heritage.

Not as prominent and featuring less frequently in the media, but essential to the peaceful development of the country and the creation of a

functioning state is cooperation in the area of state structural development, the consolidation of an administrative apparatus and the establishment of transparent process flows and responsive services. Germany is also involved in this area, having supported the development of Afghan ministries and administrative systems at national and regional level since 2010 as part of a special programme of the German Federal Foreign Office.

This document focuses on contributions that the German Federal Foreign Office has made in cooperation with GIZ and the Centre for International Migration and Development (CIM), a joint operation of GIZ and the German Federal Employment Agency, in terms of placing experts.

If a partner organisation or public institution which is relevant in development policy terms requires specialist staff for key positions and is unable to find them on the Afghan labour market, CIM steps in. Upon request and in close dialogue with Afghan partners, CIM fills vacancies with German and European individuals deployed as Integrated Experts. The German Federal Foreign Office and the German Embassy in Kabul are also closely involved in the process of assessing the relevance of these positions to development cooperation. As employers, it is the Afghan organisations themselves that are responsible for the selection of the candidates and for setting targets and local salaries for the experts. In this way, the experts enjoy a high level of trust, are viewed as staff members and are directly integrated into the structures of their employer, hence the name 'Integrated Experts'. Many of these experts are of Afghan origin. They have been living in Germany and other European countries with their families for decades and have obtained citizenship in these nations, but they are still as concerned as ever about the development and fate of their old homeland and so are actively involved in efforts to rebuild it.

As well as deploying Integrated Experts in the fields of regional cooperation, foreign policy, security, good governance, and higher education and culture, GIZ/CIM also place Returning Experts in Afghanistan. In this way, the programme supports young Afghans who have graduated from German universities and wish to return to their home countries to help develop state structures. They take up development-related posts in Afghanistan, and provide support and advice to the Afghan public



administration. Knowledge transfer is also in this regard the key. At the same time as contributing the expertise they have acquired in Germany, these Returning Experts train their colleagues by sharing their knowledge with them. This is serving to strengthen the Afghan public administration in the long term, making administrative procedures more transparent and paving the way for sustainable improvements in cross-ministerial cooperation. Returning Experts also promote policy dialogue among the heads of the Afghan ministries.

Profiles of eleven of the more than 100 Integrated and Returning Experts who have been working in Afghanistan since 2010 illustrate the breadth of their expertise and make clear why their work is so successful and valued. These profiles also include feedback on this unique form of cooperation from those employing the experts within Afghan public institutions.



A long tradition

100 years of Afghan-German relations



Developing a close partnership – From the First World War to the post-war period

About one hundred years ago, the foundation stone was put in place for a particularly close relationship that was most likely unique at the time. The expedition undertaken by imperial officer Oskar von Niedermayer and diplomat Werner von Hentig led to the first official contact being established between Germany and Afghanistan in September 1915. While it was an expression of Germany's geopolitical interests during the First World War, this expedition was not directly related to its colonial aspirations. Rather, Germany was the first major European

power to recognise Afghan sovereignty in 1916. Although the expedition failed to achieve its aim, as King Habibullah refused to enter into the war against Great Britain, it still left a significant mark. For the first time, Afghanistan felt that it was being treated as an equal partner by a foreign power, and it valued Germany's interest in a peer-to-peer alliance. King Amanullah, Afghan

sovereign from 1919 to 1929, worked with Friedrich Ebert to develop post-war Afghan-German relations, especially in the areas of trade and education. Afghanistan sent its first delegation to Germany in 1921 to conclude agreements with companies and recruit specialists. 200 German experts assisted Amanullah with the modernisation of his country, providing support for the construction of roads, water channels and electricity plants. Germany quickly became one of Afghanistan's key trading partners, leading in 1923 to the establishment of the Deutsch-Orientalische Handelsgesellschaft, which would subsequently become the Deutsch-Afghanische-Compagnie AG. The two countries also intensified their cooperation in the field of education. The renowned German-speaking Nejat-Oberrealschule (Amani High School), for

instance, was set up in 1924. Its graduates often went to Germany to study. German teachers trained young Afghans at this school until the 1980s. Many of its former pupils would later rise to high-level positions within the Afghan Government, for example, Prime Minister Mohammad Yusuf (1963 to 1965) and President Babrak Karmal (1980 to 1986). Relations between the two nations, already close, were cemented by the Treaty of Friendship between Germany and Afghanistan concluded in 1926. King Amanullah's 1929 visit to Berlin marked a further milestone in Afghan-German relations. This event was particularly significant for Germany, which was largely isolated internationally at the time. Indeed, apart from Egyptian King Fu'ad I's visit, it would be the only state visit made to the Weimar Republic (1918-1933).

The bilateral ties between the two countries intensified once more during the 40-year reign of Mohammed Zahir

Shah (1933 to 1973). Germany issued multiple substantial loans to Afghanistan for its industrial development. At the same time, these loans were provided on the condition that the nation awards supply contracts to German firms. This led renowned German companies, such as Siemens, IG-Farben, and Hartmann, to invest in the Hindu Kush. Remarkably, by the end of the 1930s, some 70% of Afghanistan's industrial equipment and machinery had been sourced from Germany. From the 1930s onwards, German instructors worked at the then recently established Kabul Technical School (now the Kabul Mechanical Institute (KMI)). After 2001, Germany supported and supervised the rebuilding of this school so rich in tradition.





German chancellor Konrad Adenauer (right) receives King Mohammed Zahir Shah and Queen Humeira at the Federal Chancellery in August 1963.

Afghanistan maintained economic and political contact with Germany during the Second World War. Nonetheless, Mohammed Zahir Shah maintained a strict policy of Afghan neutrality. The King staunchly refused to bow to British and Soviet pressure to deport 180 German nationals living in Afghanistan and hand them over to Germany's wartime enemies. He insisted on honouring the principles of Afghan hospitality and ultimately achieved to arrange safe passage home for German citizens.

Afghanistan and West Germany resumed and further expanded their close cooperation after 1945. Beginning in 1955, the West German Government provided long-term loans for economic and educational development. This funding was used by Afghanistan in the 1950s to build vocational colleges in Kabul, Khost and Kandahar. University partnerships

were also forged, with the universities in Cologne, Bonn and Bochum establishing cooperation arrangements with Kabul University in the 1960s. West Germany awarded scholarships, facilitating academic exchange and enabling Afghan students to complete periods of study in Europe. In return, numerous West German scholars and scientists, including many geographers and botanists, travelled to Afghanistan to conduct research in the country. The 1960s also saw the opening of the Goethe-Institut in Kabul. This unique research cooperation not only survived the war in Afghanistan, but also subsequently provided a key foundation for rebuilding the higher education landscape.

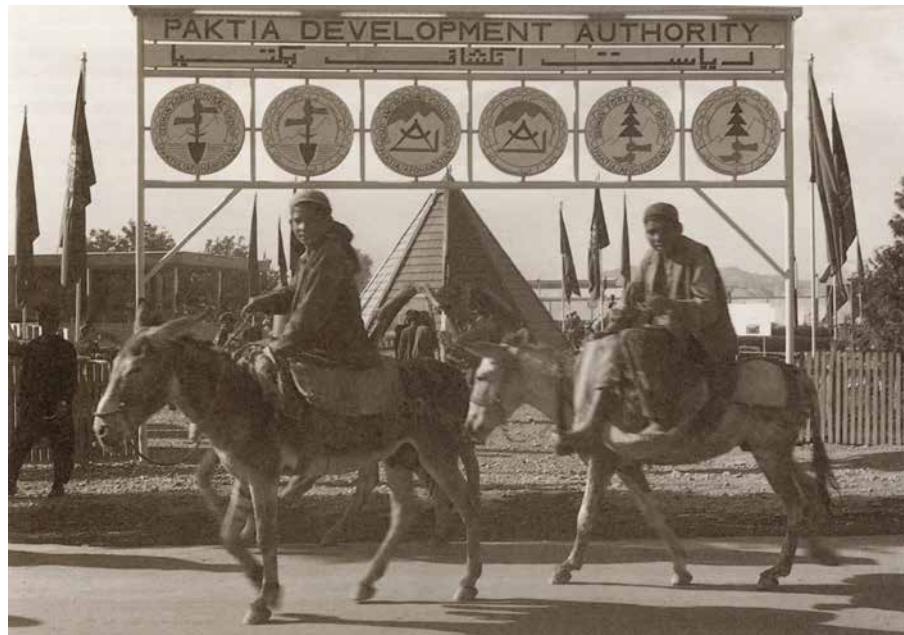
In 1958, West Germany and Afghanistan agreed upon the terms and conditions of development cooperation. This made Afghanistan one of the chief recipients of West German development funding after Egypt and India. There were already more than 800 German experts working in the country by the late 1960s. The focus of West German

development policy was on developing a health system and training the Afghan police force. One of the largest projects in the history of German development cooperation involved the modernisation of Paktia Province in South East Afghanistan, which was to become a beacon province for the rest of the country.

Mutual state visits underscored the high level of trust in Afghan-German cooperation. Afghanistan played host to the West German Chancellors Ludwig Erhard and Kurt Georg Kiesinger, and the West German Presidents Heinrich Lübke and Walter Scheel. In return, Afghan King Mohammed Zahir Shah and his head of cabinet Mohammad Yusuf (an alumnus of the German-speaking Nejat-school) visited West Germany, as did Afghan Prime Minister Dr Abdul Zahir. The close relationship between Afghanistan and West Germany and their regular contact with one another helped to ensure that the German language is still relatively widely used in Afghanistan to this day.

The Cold War and Taliban rule

Intensive Afghan-German relations initially came to an end after the Communists seized power and Soviet troops marched into Afghanistan in 1979. Nonetheless, the West German Government continued to provide humanitarian aid and champion the right of the Afghan people to self-determination. The links between the two countries were also perpetuated by Afghan refugees who came to West Germany during the war. West Germany was the main non-Asian destination country for these refugees after the United States, with many members of Afghanistan's elite among them.





Now that West Germany was no longer a close political partner, East Germany (German Democratic Republic - GDR), which had become the socialist sister state of Afghanistan in 1978, temporarily stepped in to fulfil this role. An embassy was opened in Kabul, economic and cultural agreements signed, and relationships established between parties, trade unions, and women's and youth organisations. By the late 1980s, over 30 state agreements and protocols had been adopted, governing cooperation between the two states. This cooperation centred on the education sector and the cultural sphere.

The end of the Soviet interlude in Afghanistan also spelled the end of the country's cooperation programmes with the GDR in early 1989. The nation had become too unsafe and would shortly after descend into a long civil war. And yet even during these dark times, Germany continued to run numerous humanitarian aid projects in Afghanistan.

Reconstruction since 2001

Following the overthrow of the Taliban regime, Germany hosted the International Conference on Afghanistan on the Petersberg in Bonn, laying the foundation for a new, peaceful beginning in Afghanistan. The Petersberg conferences in 2001 and 2002, the Berlin Conference in 2004 and other subsequent conferences laid the foundation for future cooperation. Germany's involvement in the peace and reconstruction process was positively received by Afghans of virtually every political stripe. Commissioned by the German Federal Ministry for Economic Cooperation and Development (BMZ), the KfW Development Bank and the then Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH were among the first organisations to begin work in the country at the end of 2001.

Afghanistan's development since 2001 can be broadly divided into three phases. The **first phase**, running from 2001 to 2008, saw the international community support Afghanistan in establishing its own security forces. Following the UN-mandated overthrow of the Taliban, the International Security Assistance Force (ISAF) provided the military protection necessary for the country to embark on a process of consolidation. 48 states were involved in ISAF and Germany provided the third largest number of troops, deploying some 1,600 service personnel. Following Hamid Karzai's election as President by the Grand Assembly (Loya Jirga) in 2002, GTZ opened an office in Kabul. By adopting a new constitution in early 2004 and conducting free municipal elections in 2005, the Afghan Government implemented key elements of the Petersberg conferences.

The **second phase** commenced with the Paris Conference in June 2008. This period saw the beginnings of long-term developing planning, as part of which the donor countries and Afghanistan agreed upon their mutual commitments. The Afghanistan National Development Strategy of 2008 represented a milestone in this context, constituting the country's first comprehensive development strategy since rebuilding work began. The document envisages Afghanistan's development into an Islamic democracy by 2020. In 2010, the international community reached an agreement with the country which would see the gradual transfer of responsibility for the nation's security to the Afghan security forces. Afghanistan also worked with the international community to devise a programme to facilitate reconciliation with former fighters and enable them to be reintegrated into society.

The German Federal Foreign Office commissioned GTZ (known since 2011 as the Deutsche Gesellschaft für Internationale Zusammenarbeit

(GIZ) GmbH) with providing logistical support to the Grand Assembly in the national reconciliation process. This development was confirmed by all partners during the international Tokyo Conference on Afghanistan in 2012. The framework for mutual responsibility agreed at the conference has shaped relations between donors and the Afghan Government ever since. Donors agreed to provide USD 16 billion in funding between 2012 and the end of 2015 for Afghanistan's development and reconstruction. In return, the Afghan Government committed to a programme of comprehensive reforms.



At virtually the same time, in 2011, the Istanbul Process was launched. Involving all of Afghanistan's neighbours and a large number of regional and international actors, this process is designed to promote the regional integration of Afghanistan and increase security in the region. At President Karzai's request, the German Government hosted another International Conference on Afghanistan

in Bonn in late 2011, ten years after the historic initial Petersberg conference. Hundreds of states and international organisations signed the final document, committing themselves to providing further support to Afghanistan after the withdrawal of ISAF troops at the end of 2014 as part of a Transformation Decade lasting from 2015 to 2024.

A **third phase**, consisting of the consolidation of the Afghan state, is set to begin as soon as the country's dependence on external assistance has been reduced and it is able to assume full responsibility for driving its own development.

After 100 years of close relations, Afghanistan and Germany can, despite all the challenges still to be addressed, look ahead with confidence to a future of yet more positive and intensive cooperation.



German President Joachim Gauck speaking with religious dignitaries at the Royal Palace in Kabul (2012).



The situation in Afghanistan

Challenges for development cooperation



Specific national context: The challenges of fragile statehood

The current situation in Afghanistan is often discussed against the backdrop of fragile statehood. However, these discussions frequently fail to take account of the factors that have weakened and continue to weaken the Afghan state. In this context it is vital to include several of these factors in an analysis of the country's current situation. This analysis can then be used as a basis for better understanding the resulting challenges for development cooperation.

Afghanistan has historically been shaped by contrasting developments between urban and rural areas. Even during the heyday of the Silk Road, a marked difference could be seen between the few urban centres and their rural surroundings. While cities were integrated in trade activities along the Silk Road and served as key stops along the route, the regions beyond them remained largely isolated. This contrast became especially clear as the country modernised. The rural-urban divide also turned into a conflict between tradition and modernity. As Kabul in particular became more advanced over time, social structures in rural regions barely changed at all.

Afghanistan is also characterised by adverse geographical and climatic conditions, which create a situation unfavourable to the consolidation of independent and unified rule. Mountain ranges, inaccessible valleys, deserts and steppes constitute the natural environment in which Afghans live and prevents the different regions of the country from growing together. Agricultural activities are limited to a small number of fertile areas and soil characteristics mean that harvests are poor. This

has always presented a major challenge to the country's rulers, which means that all empires in what is today Afghanistan were tempted to conquer fertile territories in neighbouring states in order to consolidate their own power in the long term.

Consequently, Afghanistan has been dependent on external assistance ever since the beginning of its history as a nation some 130 years ago. The first country to provide financial support to Afghanistan was Great Britain, followed by the United States, the Soviet Union and, last but

not least, Germany. Ever since the mid-20th century, development aid has accounted for at least half of Afghan state revenue.

This assistance was often linked to geo-strategic ambitions and a range of international political encounters which took place on the territory of today's Afghanistan. The nation provided the stage on which the then world powers England and Russia engaged in their imperial conflict

for supremacy in Central Asia during the 19th century. This period went down in world history as the Great Game. The 20th century saw Afghanistan once more become a playing field for major political players and also provide the stage for the Cold War. The eyes of the world were on Afghanistan yet again at the beginning of the 21st century as a close link was identified between the attacks of 11 September 2001 and the Taliban's tolerance of the al-Qaeda terrorist network's base in the country. This historically dramatic event led to the subsequent invasion of the country by the US-led military coalition. There have been very few occasions in the last two hundred years when the country has been able to act independently of foreign interests.



Previous double-page spread: The Kabul Valley in the middle of the Hindu Kush mountains.
Above: Agriculture plays a key role in ensuring food security in remote villages such as Kata Qala in Bamiyan Province.

In addition to considering the interests of global powers, Afghanistan still has to deal with those of local and regional powers, and with the frequently conflicting interests of the various ethnic groups within its own borders. These local interests are also closely related to the country's cultural diversity. The particularly high degree of cultural diversity creates potential for tension. Language, religion and ethnicity often vary from valley to valley and from one oasis to the next. Dealing with this issue is still a key challenge for the state.

Afghanistan is one of the most fragile states in the world today. The aforementioned elements have contributed to this fragile situation. The Central Asian nation ranks 7th out of 178 countries in the 2014 Fragile States Index. The three key state functions of delivering security, providing welfare and ensuring representation/legitimacy are being severely impaired by ongoing conflict. A large number of violent actors are joining forces in opposition to the power of the state while at the same time also fighting each other for ideological and power-related reasons. As a result, armed conflict between security forces and insurgents claims numerous civilian lives each year, as well as the lives of army personnel and police officers.

The precarious security situation can be traced back to a range of conflict-fomenting factors such as tribal solidarity, ethnic rivalries and the narcotics trade. These power relations are often intensified by external actors. For example, the Taliban also receive support from Pakistani and Arab donors.

The security situation is having an adverse effect on sustainable economic development and directly impacting the state's ability to ensure the welfare of its citizens. Afghanistan was ranked 169 out of 187 states in the 2013 Human Development Index (HDI) and is one of the poorest countries on earth. Nonetheless, human development has improved significantly in many sectors since 2001 thanks to the

provision of large-scale international aid and development cooperation. Average life expectancy increased from 57 years in 2005 to 60 years in 2013 as a result of better medical care, and maternal and infant mortality decreased at the same time. By contrast, there was only a minimal reduction in the poverty rate from 36% in 2007 to 35% in 2011, with marked discrepancies between rural and urban areas. The illiteracy rate still stood at between 50 and 70% in 2013, with only 18% of women between the ages of 15 and 24 able to read and write. Discrimination against women in education policy is one of the issues at the heart of the gender equality debate in Afghanistan. Over 90,000 teachers have been recruited in recent years, allowing over eight million children to be enrolled at school, eight times as many as were enrolled in 2001. Nevertheless, at least 150,000 more teachers are needed by 2017, with the greatest shortage being in the vocational education sector. One of

the consequences of this shortfall is that too small a proportion of the working-age population are receiving suitable training for the labour market.



The unpredictable security situation is causing a continued reticence to invest on the part of domestic and international private investors. Consequently, the Afghan economy's strong reliance on external aid flows is causing it to operate on a rentier basis – an effect which has been further reinforced by the discovery of raw materials deposits in 2010. State revenues increased from USD 130 million when reconstruction began in 2001/2002, to around USD 1.65 billion by 2009. While they ensure the provision of public services, these revenues are largely based on external aid flows. Overcoming this aid dependence and transforming Afghanistan's rentier economy into a productive, self-sustaining and job-creating national economy with efficient administrative structures is one of the key challenges for the future. A central building block in this context involves the state gaining the upper hand over economic activities such as trafficking of narcotics and corruption.

Relatively high population growth of 2.8% is also hindering economic development. Almost 13 million (42%) of the around 30 million Afghans are under 15 years of age. The domestic labour market offers very limited prospects for these young people.

Income per capita increased as a result of international aid from USD 900 in 2005 to USD 1,400 in 2013, putting it close to the 2013 South Asian average of USD 1,480. Another major challenge to human development in Afghanistan is the high proportion of refugees among the population. Six million refugees have returned to the country since 2002, accounting for around 20% of the total population. Improvements are being seen in terms of access to water and sanitation systems, but water-borne diseases are still widespread and over 40% of Afghan children under five years old are under-supplied.

Energy supplies to Afghan households have also improved, with around 25% of the population now having access to electricity compared with around 6% in 2001. Nonetheless, power outages are not uncommon even in the capital Kabul and are hampering economic development. Almost 75% of Afghan companies still have no access to a regular supply of electricity.

Other factors besides state fragility hindering economic activity include the country's climate and natural geography. Mountain ranges present obstacles to domestic transport links while at the same time providing refuges for insurgents and criminal gangs. The arid climate severely

restricts agricultural production, an area in which 80% of the economically active population works, but which accounts for just under 25% of GDP. The service sector accounts for a good 54% of Afghanistan's GDP, with massive growth having been seen in the communications industry and the transport and logistics sector in particular since 2000. Nonetheless, for growth to occur, a positive climate for domestic and foreign investors is needed.

This is something that Germany and the international community have been continuing to promote through their responsible activities in the country even after the withdrawal of the ISAF troops in 2014.

The state's very limited monopoly on security and the difficult socio-economic situation in the country present the Afghan administration with a challenge when it comes to ensuring representation and legitimacy. Corruption networks undermine the legitimacy of central government. Transparency International ranked Afghanistan 172 out of 175 states in its 2014 Corruption Perceptions Index. There is evidence of widespread informal financial activities that are also



Inviting: Chicken are being grilled over an open fire at dusk in Kabul's Mikrorayon neighbourhood.



Herat: Scholars studying the Koran at the Friday Mosque.

used and supported by external actors. Customary tribal law is also hindering the implementation of accepted, nationwide jurisdiction.

The transition in 2014 – Additional challenges of the Transformation Decade

The goal of seeing Afghanistan take responsibility for its own development within the first two decades of the 21st century was first set out in the Afghanistan National Development Strategy (ANDS), published in 2008.

The ANDS is a national coordination and implementation programme based on the United Nations Millennium Development Goals. The country is implementing the ANDS in the various priority sectors with the help of a series of action plans known as National Priority Programmes (NPPs). The NPPs are designed to link governance and security and thereby

drive Afghanistan's economic development. The ANDS also addresses cross-cutting issues such as regional integration, the fight against drugs and corruption, gender equality and climate change mitigation. In this way, it seeks to ensure that donors and recipients share responsibility for meeting the aforementioned challenges and promotes Afghanistan's own capability to finance itself in the long term. The NPPs have been developed by parliamentary, civil-society and private-sector actors, with advice provided by international partners.

Despite current deficits, it must be pointed out that Afghanistan has achieved an unprecedented level of development in the areas of health care, energy and infrastructure over the last ten or so years. However, these improvements are often perceived by society as being the result of international assistance rather than a national achievement.

The post-2014 phase must change this perception in the long term in order to strengthen the legitimacy and acceptance of the newly elected government at national and sub-national level.



Since 2001, Afghanistan has been one of the main recipients of development funding globally. Coordinating and making effective use of international aid funding, even after the end of the ISAF mission, is proving a considerable challenge to the recently elected government.

The Fourth High Level Forum on Aid Effectiveness, which took place in late 2011 in Busan, South Korea,

saw donor states, recipient countries and civil society work together to create five priority areas and principles for peace and state building in fragile states. The corresponding document was also signed by Afghanistan, which is the only Asian country apart from Timor-Leste to agree to pilot implementation of the agreement, making it the focus of particular attention. Germany will assist the Afghan Government to implement these principles.

The 2014 presidential elections represented the first peaceful and democratic handover of power in Afghanistan's history and are a milestone in the country's development. Mohammad Ashraf Ghani was sworn in as President on 29 September. His challenger, Abdullah Abdullah, was appointed Chief Executive, a position introduced by presidential decree and having similar status as that of prime minister.

This office also represents a slight decentralisation of presidential power, as Ghani and Abdullah preside jointly over the government of national unity. The upcoming general elections are the next step in the transition process which is currently under way.

This transition phase brings with it some additional challenges for the new government, while the aforementioned general conditions remain the same. Developments since 2014 have been generally welcomed in the country. Almost 55% of survey respondents indicated that they believed the country was heading in the right direction politically.

34% were optimistic with regard to the rebuilding measures, 15% were satisfied with the improvements in the education sector, and around 10% expressed their approval of the increased presence of Afghan security forces in place of ISAF. However, over 34% of

respondents still identified security risks as the greatest challenge facing the country, followed by corruption. At local level, 33% of the population considered unemployment to be the greatest problem.



During his first few weeks in office, President Ghani announced comprehensive reform projects, including anti-corruption initiatives. One challenge facing the new government currently being discussed is electoral reform. The single, non-transferable voting system weakens the role of political parties in parliament where there is no permanent majority and instead encourages the formation of political camps around strong personalities.

This reform would appear necessary in order to avoid damaging voter confidence in the fledgling liberalisation process. Dealing with the Taliban presents another challenge. President Ghani called upon the armed opposition to participate peacefully in the political process and make their voice heard on the political stage.

The handover of power within the Taliban in summer 2015 and the new offensive by insurgents, which culminated in the temporary capture by Taliban forces of

the provincial capital Kunduz in September 2015, show that the government still has a long and difficult path ahead of it.

Challenges posed by “new donors”

In the last ten years, the international donor platform has become increasingly filled with donors from outside of the OECD’s Development Assistance Committee (DAC). Development assistance from non-OECD countries often follows a different logic. It is not always motivated by a desire to support development processes in recipient countries with the long-term aim of bringing about political openness and economic liberalisation. This development funding, which is being poured out in billions primarily by China and the Arab Gulf monarchies (most notably Saudi Arabia, Qatar and the United Arab Emirates), is frequently based on economic interests and attempts to exert political influence. There is barely any reliable data available on the allocation mechanisms used by non-OECD countries.

China has stepped up its diplomatic role in the civil reconstruction of Afghanistan since the Istanbul Process in 2011. On the one hand, China is increasingly developing its role as a regional power and, not least due to the fact that it shares a 90 kilometre long border with Afghanistan, pursuing its interest in the country’s stability. On the other hand, a great deal of money is flowing into the region as part of Chinese development, foreign-trade and investment policy. In particular, China’s new Silk Road project, which is set to open up new export routes to Europe, is bringing billions in development assistance to Pakistan and Afghanistan. China is thus connecting hopes for stability with a better investment climate.

Since 2010, Arab donors have been progressively stepping up their activities in Pakistan and Afghanistan. According to official figures of the United Arab Emirates, financial flows to Pakistan defined as development aid increased from USD 64 million in 2010 to USD 140 million in 2013. Flows to Afghanistan rose from USD 21 million in 2010 to almost USD 100 million in 2012.

Although no detailed data can be obtained for Saudi Arabia, the trend is presumed to be very similar and payments several times higher. According to official figures, most of the funding is used to provide short-term emergency aid for health care and energy security purposes.

As part of its global relations strategy, the OECD is striving to deepen communication with these donors in order to achieve greater transparency with regard to financial flows of

development cooperation and allocation mechanisms. GIZ intends to strengthen cooperation with Arab donors at operational level, which is why it worked with them to implement joint coordination projects in Morocco, Jordan, Tunisia, Egypt and Yemen between 2009 and 2015.

This move towards greater collaboration is the first step in increasing the predictability of the activities of non-OECD donors and improving the effectiveness of German and international development cooperation.



Above: Poverty and prosperity side by side: A woman sits begging between a fashion store and a bakery in Kabul.

Right: Posters of candidates canvassing for votes in Pul-e-Sokhta, a neighbourhood in the west of Kabul, during the 2010 general elections.



Next double-page spread: Clean drinking water is still something that most Afghans can only dream of. Following the installation of new water pipes, over 45,000 households can now be supplied in Herat.



Priority areas in development cooperation
between Afghanistan and Germany



Development cooperation with Afghanistan

Germany is the third largest bilateral donor in Afghanistan after the United States and Japan. Afghanistan has received over EUR 2 billion in development cooperation (DC) assistance alone since 2002, with funding rising steadily year by year. Even when cooperation activities were just commencing following the fall of the Taliban regime, Germany's contribution of some EUR 80 million made it the largest European donor. 2010 saw Germany pledge to increase annual DC funding to around EUR 430 million, with some EUR 250 million of this amount provided by the German Federal Ministry for Economic Cooperation and Development (BMZ) and approximately EUR 180 million by the German Federal Foreign Office. The priorities of German development cooperation have shifted as general political conditions have changed. Germany's focus had always been on the country's civil reconstruction. While the main emphasis during Taliban rule and in the first few years after the Taliban's overthrow in 2001 had been on providing emergency aid, current efforts are largely geared towards promoting long-term development.

In addition to BMZ and the German Federal Foreign Office, the German Federal Ministry of Defence (BMVg), the German Federal Ministry of the Interior (BMI), and the German Federal Ministry of Food and Agriculture (BMEL) are also engaged in development cooperation in the country.

The largest state implementing organisations of German development cooperation in Afghanistan are GIZ and the KfW Development Bank. The German political foundations are also working in the country.

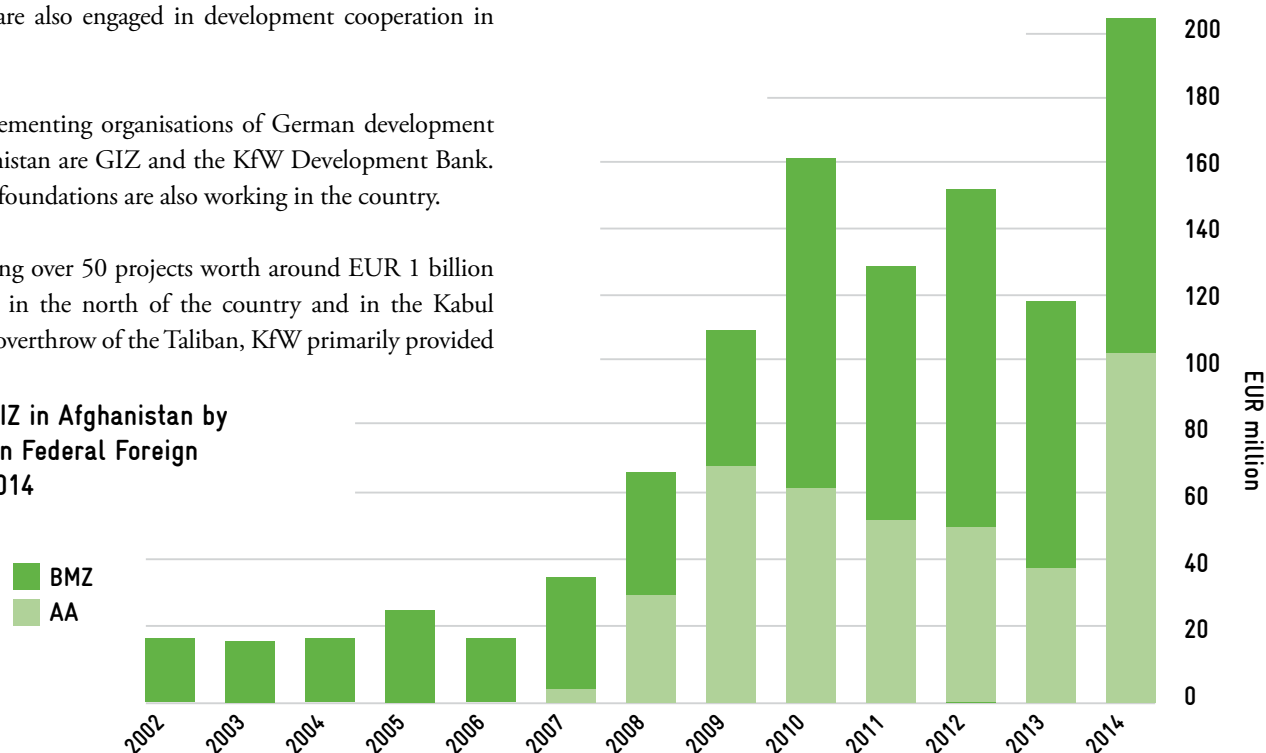
KfW has been financing over 50 projects worth around EUR 1 billion since 2002, primarily in the north of the country and in the Kabul region. Following the overthrow of the Taliban, KfW primarily provided

money for emergency aid measures before expanding its support to other areas from 2005 onwards, including sustainable economic development, education, and energy and water. Since 2007, KfW has also made good governance one of its priority areas.

The Konrad Adenauer, Friedrich Ebert and Heinrich Böll Foundations have set up offices in Kabul, working to promote democratic principles such as civil society participation and implementing numerous projects with a focus on furthering the interests of young people and women. They are also strengthening dialogue between social groups and improving communications in Afghanistan.

The German Federal Foreign Office primarily finances projects in the areas of security, good governance, higher education and the preservation of cultural heritage. It also provides funding for training experts and managers from the administrative and judicial sectors. BMZ initially defined three sectors for its funding activities: energy, sustainable economic development and water and sanitation. Two more priority sectors, education and good governance, were added in 2005 and 2012 respectively at the Afghan Government's request. BMZ now finances numerous projects in these five priority areas.

Commissioning of GIZ in Afghanistan by BMZ and the German Federal Foreign Office (AA), 2002-2014



GIZ, at the time GTZ (Gesellschaft für Technische Zusammenarbeit), opened its Kabul office in 2002. It has since implemented around 90 projects and programmes, of which 60 are still being implemented. It employs some 125 international staff and more than 1,640 local staff in Afghanistan. It is clear from the large number of ongoing projects that Afghanistan is a priority country for German development cooperation. Indeed, GIZ is not conducting this many projects in any other country.

BMZ and the German Federal Foreign Office provide most of GIZ's financial resources. Between 2002 and 2014, BMZ financed around 63% of GIZ's projects in Afghanistan, equating to some EUR 530 million in total funding. The German Federal Foreign Office supplied approximately EUR 325 million during this period. 2014 saw GIZ implement EUR 104.5 and EUR 103.9 million in funding from BMZ and the Federal Foreign Office respectively, record levels at the time.

As already outlined, stable state institutions capable of providing responsive public services and offering a secure environment for all population groups, are one of the main prerequisites for current reform initiatives. In order to contribute to this, GIZ focuses on eight priority areas in its projects and programmes: (1) Improving the education system in order to secure long-term employment,

(2) Providing assistance with energy and water supply to improve living conditions, (3) Delivering transitional development assistance, (4) Improving the health situation, (5) Promoting good governance in order to improve the security situation, (6) Fighting corruption and fostering long-term democratisation, (7) Promoting the economy in order to improve the investment climate (8) Working through the Civil Peace Service to promote human rights, especially the rights of women and girls, and develop long-term prospects for young people. The following table illustrates the level of funding in each priority area (the 'Other' bar covers many different programmes outside of these eight priority areas).

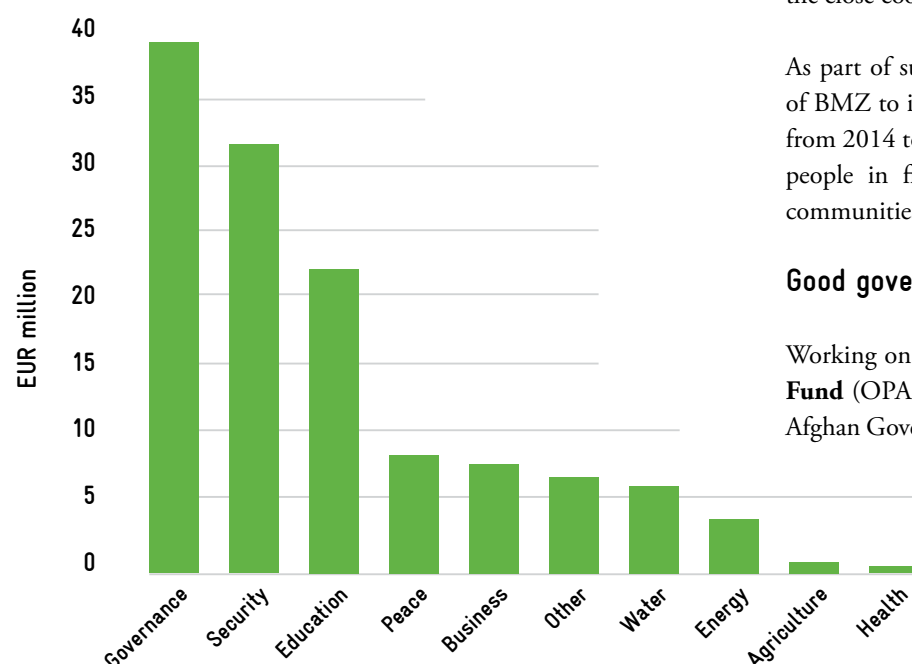
Security, civil reconstruction and peace

Against the backdrop of the gradual handover of security responsibility to the Afghan authorities, the **Support to Police Reform Project** (2008 to 2015) formed part of a key Federal Foreign Office-funded programme in Afghanistan. The training of Afghan police officers is intended to boost the confidence of the population in their own security forces and in the Afghan legal system. Since 2008, GIZ has also been assisting with the construction of service buildings and training centres for the Afghan police force, primarily in Kabul and the North region. Local building contractors are being used for construction work, reviving the regional economy. Financed by the Federal Foreign Office, the follow-up **Police Cooperation Project** (PCP) is continuing with the close cooperation activities beyond 2015.

As part of sustainable peacekeeping work, GIZ is working on behalf of BMZ to implement the **Afghan Youth for Peace Project** (running from 2014 to 2017). The project is designed to support Afghan young people in finding non-violent ways of resolving conflict in their communities.

Good governance

Working on behalf of BMZ, GIZ is using its **Open Policy Advisory Fund** (OPAF), which is running from 2010 to 2016, to support the Afghan Government in dealing with issues of corruption, transparency



GIZ programmes in Afghanistan
by sector and financial volume, 2015

and administration. GIZ has also been partnering at national level with the Afghan Ministry of Justice since 2003 as part of the **Promotion of the Rule of Law in Afghanistan** project. The project designs training for staff in the Afghan judicial sector, launches mentoring programmes for judiciary employees and informs the country's citizens about the rights and legal recourse to which they are entitled under the new judicial system.

The **Regional Capacity Development Fund** (RCDF) and the **Regional Infrastructure Development Fund** (RIDF) are working to promote greater responsiveness at local authority level. BMZ commissioned GIZ and KfW to collaborate with the Afghan Ministry of Finance to enhance the skills of administrative staff in the six northern provinces. Thanks to this support, civil servants are now increasingly in a position to plan and implement development projects self-reliantly. The RIDF provides the provincial and local administrations with the financial resources and expertise they need to progressively take greater ownership for developing key infrastructure. Completed construction projects to date include small hydroelectric plants, water supply systems and flood control dams.

Sustainable economic development and employment

Through its **Sustainable Economic Development and Employment Promotion** project (SEDEP), GIZ has been working on behalf of BMZ since 2015 to promote economic growth and employment in the north of the country. Project staff assist experts and managers in enterprises along a range of value chains to improve their technical, organisational and business skills and to network with one another.

Since 2010, GIZ has been implementing the programme for **Supporting Technical and Vocational Education and Training in Afghanistan** on behalf of BMZ. Using the German dual vocational training system as a template, GIZ is supporting the development of an effective formal vocational college system differentiated by target group, and is enhancing the skills and resources of the vocational education and training department of the partner ministry. Improving vocational education and training creates better job opportunities for young people. Ensuring that these young people earn better incomes also gives them prospects of a better future.

Education, health, water and energy

BMZ has been financing the **Basic Education Programme for Afghanistan** (BEPA) since 2010. GIZ is working with the Teacher Education Directorate at the Afghan Ministry of Education to revise curricula and develop a specialist university programme for training primary school teachers, as well as in-service training for practising teachers. Modern didactic methods and better curricula and resources ensure that children acquire solid foundations for the rest of their school and professional careers.

Between 2009 and 2014, GIZ worked on behalf of the German Federal Foreign Office to introduce a new **management system at Mazar-e Sharif's regional hospital**. The hospital now uses modern management methods to ensure patients receive the care they need. This project will serve as a model for other hospitals in the long term.

Only one in ten residents of the Afghan capital Kabul and one in five residents of the country's provincial capitals are connected to the ailing drinking water supply system. The rural population obtain their water from wells, rivers and tank trucks. Commissioned by BMZ, GIZ and KfW have been running the **Programme to Improve the Water Supply** since 2008, working with several Afghan Government ministries to achieve their objective. In this context, KfW is assisting with the development of water supply infrastructure and GIZ is working with its Afghan partners to establish a system for efficiently managing drinking water supplies and waste water disposal.

Since more than a decade, German Development Cooperation is supporting the energy sector in Afghanistan. Financial Assistance is focused on improving the general infrastructure in the sector (power plants, transmission, distribution lines and equipment).

The ongoing Technical Assistance programme **Institutional Development for Energy in Afghanistan** (IDEA), implemented by GIZ supports the Afghan Energy transition towards Renewable Energies, institutional decentralization and private sector involvement. It focuses on institutional capacity building, support to development of policies and strategies, vocational training and qualified operation and maintenance for sustainable management of sector infrastructure.



Afghanistan is set to become a politically and economically stable member of the international community by the end of the transformation decade in 2024. International development cooperation is supporting the country in this process. It will take more than military power to ensure long-term security for the population, as peace, that is, the absence of personal and structural violence, is one of the pre-requisites for economic development. The Afghan state is increasingly assuming responsibility for the welfare of its citizens. Properly functioning administrative, educational and health care services, good governance, and economic growth are just some of the issues which Afghanistan will and must continue to work on.

Germany was involved in both ISAF and its follow-up Resolute Support Mission (RSM). Seeking to 'train, advise and assist', RSM focuses on supporting the upper levels of leadership in the Afghan security forces, from the corps to the Ministry of Defense. Unlike the situation with ISAF, there are no plans to provide combat support to Afghan units in the follow-up mission. Germany initially made up to 850 military personnel available to assist the Resolute Support Mission. These soldiers were tasked with supervising civil consolidation work in the country. Against the backdrop of the Taliban's temporary occupation of the provincial capital Kunduz in September 2015 and given the worsening refugee crisis, that is increasingly also felt in Europe, Germany agreed in late 2015 to provide more Resolute Support personnel.



The role of Returning and Integrated
Experts in development cooperation

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شیرین سوپا سکریم شیرینی زاده



دروازه



باب چوپان



The role of Returning and Integrated Experts in development cooperation

For many years, the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH has been successfully using Integrated and Returning Experts as a personnel instrument in its cooperation activities with Afghan ministries and other state institutions. GIZ is assisted in selecting and placing these experts by the Centre for International Migration and Development (CIM), a joint operation of GIZ and the German Federal Employment Agency which has been providing combined development and labour market policy expertise for over 30 years. Working on behalf of the German Government, CIM places technical experts and managers in positions all around the world.

Afghan ministries and institutions looking to recruit highly-qualified experts for key positions rarely find them on the country's labour market. This is where CIM comes in with its placement services, advising Afghan Government ministries and working with them to develop a specific task and job description for the desired expert profile. Following this, CIM searches for suitable personnel on the German and European labour markets.

Once a suitable candidate has been found for the advertised vacancy with the Afghan partner, CIM and GIZ begin to prepare this person in Germany for his or her foreign assignment. The next step sees GIZ supervising the assignment of the Integrated and Returning Experts in the partner country. The expert and their Afghan employer conclude an agreement on results, clearly defining mutual expectations and performance requirements. GIZ regularly reviews the progress of the assignment.

Integrated and Returning Experts both receive their salary from their local employer. To ensure that ministries and institutions with limited financial resources can afford the relevant expert, GIZ tops up the expert's local salary.

Integrated Experts (IEs)

Integrated Experts (IEs) are Germans or other Europeans that CIM places as technical experts or managers with local employers in the civil service, the private sector or civil society. It is local demand that is decisive: Integrated Experts occupy key positions for which the expertise is lacking in a particular country, or which cannot be filled by qualified persons under prevailing local employment conditions. Integrated Experts, who are closely incorporated into on-site structures, transfer know-how sustainably. This ensures that processes of change that have been set in motion continue to function even after the expert assignment has come to an end. Integrated Experts enjoy the confidence of their employer, as they are working directly for them. Whether they are striving to eliminate corruption, strengthen civil society and the rule of law, or achieve progress in the field of policy, they often occupy particularly sensitive positions.

Returning Experts (REs)

Numerous academics and experts from Afghanistan have already been living and working in Germany for many years or have completed training in the country. They possess a high level of expertise and are now as familiar with the mentality and culture of Germany as they are with that of Afghanistan.

If they wish to return to their home countries to put their know-how to use there, CIM offers them valuable support, both in the form of job placement and financial subsidies to their local salaries for as much as three years.

Once they are professionally integrated 'at home', Returning Experts play an important role in the sustainable economic, technological and social development of their countries of origin. They have acquired a valuable combination of professional know-how, international contacts, and intercultural and language skills.



As builders of bridges between Germany and their countries of origin, Returning Experts make a pivotal contribution to Afghanistan's development.

Highly qualified individuals who left their home countries due to violent conflict return and take up key positions of leadership in the worlds of politics and administration. This means that countries like Afghanistan benefit twofold from Returning Experts: ministries and administrative institutions can recruit well qualified personnel, while

the return of these individuals also counteracts the brain-drain effect in their home countries.

In fragile states which are on the way to developing properly functioning administrative structures, Integrated and Returning Experts support institutions from the inside, working on a peer-to-peer basis with their colleagues in the respective partner institutions of German development cooperation.

A group of children are playing soccer on a dusty, open field. In the background, a large, ornate building with multiple domes and minarets is visible. The building features several star-shaped decorations on its roof and walls. The scene is hazy, suggesting a dusty or smoggy environment. The children are wearing various colored jerseys, and a soccer goal is visible in the middle ground.

A special programme of the German Federal Foreign Office

Supporting the development of Afghan ministries
and administrative systems



Nation building through state-building

The establishment of an effective public administration plays a key role in the state-building process. Ideally, this administration should operate transparently and in accordance with the rule of law, and provide responsive services, thereby boosting citizens' confidence in state structures.

Afghanistan faces some major challenges in this regard. Existing administrative structures possess weak human and institutional capacities. It is difficult to find suitable administrative personnel on the Afghan labour market. According to UNESCO estimates, just 45% of adult males and just 18% of adult females in Afghanistan had strong literacy and numeracy skills in 2011. There were no professional training courses before 2012 that were tailored to the needs of the public administration sector. There was also a lack of entry-level and further training opportunities for professional and managerial-level personnel. Since 2012, five Afghan universities have been offering a bachelor's degree programme in public administration. Nonetheless, this training provision is unlikely to be able to meet the demand for well qualified administrative staff in the next few years.

Corruption and, in some cases, weak state structures also make it difficult for public services to operate efficiently and responsively. Low salaries in the civil service mean that a career in the sector holds little appeal to many well qualified Afghans. And women are still

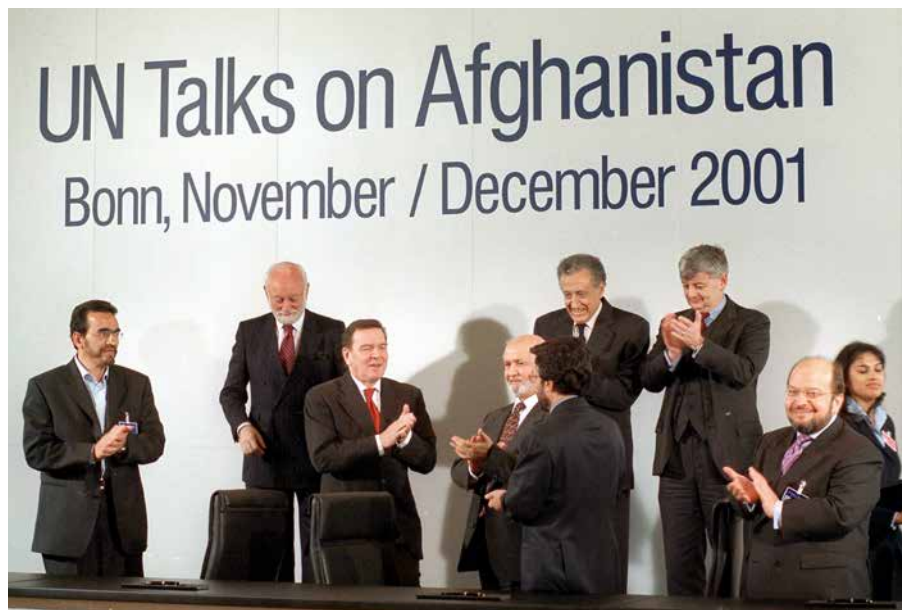
significantly under-represented in public administration. Afghanistan's Central Statistics Organization puts the proportion of women in the civil service at just 18 to 24% between 2011 and 2014.

Afghanistan and the international donor community have recognised the aforementioned problems, stressing in the Afghanistan National Development Strategy (ANDS) the need for administrative reform, anti-corruption measures, the rule of law and responsible public

financial management. The development and strengthening of properly functioning institutions and training programmes for producing well qualified staff are very high on the agenda in this context.

In the medium term, Afghanistan aims to be in a position to self-reliantly draft, manage and implement its own policies. These are the prerequisites for ensuring that the state can fulfil

its key functions, ensuring security, welfare, representation and functioning public services. This will also enable the state to gain greater credibility and legitimacy among all sectors of Afghan society. Consequently, ensuring that Afghanistan is a fully functioning state is a key component of domestic security and societal acceptance of the state from a nation building perspective, and allows the country to move towards developing a unified and peaceful society. While considerable progress has been made in this regard and the Afghan authorities (including security agencies) have progressively taken on greater responsibility, there are still infrastructural shortfalls in public administration.



The German Federal Foreign Office commissioned GIZ with the “*Special Programme for Supporting the Development of Afghan Ministries and Administrative Systems at National and Sub-National Level*” back in 2010. The Federal Foreign Office is financing the programme with funding from the Afghanistan Stability Pact, as part of which the German Government has provided over EUR 1 billion since 2008 to promote the reconstruction of Afghanistan and the strengthening of its political and state institutions. This enables the Special Programme to coordinate closely with the German Federal Foreign Office and the German Embassy in Kabul to respond quickly and flexibly to requests for support from Afghan employers engaged in development related work and to assist these employers by recruiting well qualified specialists from the European labour market for them.

coordinate international donors more efficiently and independently (secondary objective 2).

The Integrated and Returning Experts use this knowledge to support their colleagues in Afghan partner institutions, passing the expertise they have acquired on the European labour market on to them and thereby improving the skill-set in their work environment. This is also noticeable for Afghan citizens, who benefit from the better services offered by state administrative bodies.

Around 70 of the 1,000 plus Integrated and Returning Experts placed by GIZ/CIM worldwide are currently working in Afghanistan. As well as being deployed in central government positions in Kabul, they also carry out assignments throughout the country in places such as Herat in the far west of Afghanistan, Jalalabad in Nangarhar Province in the east, Kandahar Province in the south, and Mazar-e Sharif in Balkh Province in the north.

not just in the capital. Moreover, the deployment of Returning Experts also enables German development cooperation actors to have an impact in regions in which many donors are unable to operate due to the increasingly tense security situation.



A street in Kabul: Doctors advertise their services on large signs on Jade Maiwand.

Returning and Integrated Experts in Afghanistan

2010 to 2016: 41 Returning Experts (REs) and 78 Integrated Experts (IEs)

Kabul

Office of the President (3 IEs, 1 RE)

- Department of International Relations
- Advisory Council to the President
- Office of the Deputy Chief of Staff for the Coordination of State Affairs

Chief Executive Office, (CEO) (1 IE)

- Communications Directorate

Office of the President's Special Representative for Reform and Good Governance (2 IEs, 2 REs)

- Advisory Council to the Special Representative
- Department of Public Administration and Reform
- Interdepartmental Advisory Agency for Internal Policy and Strategic Development

High Peace Council (HPC) (3 IEs)

- Department of Political Affairs
- Department of Communications and Public Relations

Ministry of Foreign Affairs (14 IEs)

- Protocol Department
- Directorate-General for Economic Cooperation
- Directorate-General for Regional Cooperation
- Directorate of Human Rights and Women's International Affairs
- Department of Legal Affairs
- Department of Media and Public Relations
- Department of Political Affairs
- Institute of Diplomacy

Ministry of Interior Affairs (2 IEs)

- Department of Administrative and Security Matters
- Department of Policy and Strategy / Donor Coordination

Ministry of Border and Tribal Affairs (1 RE)

- Directorate of Policy and Planning

Ministry of Refugees and Repatriations (2 IEs)

- Office of the Deputy Minister
- Directorate of Policy and Planning

Ministry of Finance (5 IEs, 1 RE)

- Department of Communications, Media and Public Relations
- Aid Management Directorate
- Privatization of State-owned Enterprises

Ministry of Commerce and Industries (3 IEs)

- Directorate of International Commerce
- Department of Private Sector Development and Industrial Matters
- Office of the Minister

Ministry of Economy (4 IEs, 2 REs)

- Directorate-General of Monitoring and Evaluation

Ministry of Transport and Civil Aviation (4 IEs)

- Independent Civil Aviation Authority
- Department of Planning and Policy
- Department of Process Management

Ministry of Public Works (1 IE)

- Department of Transport Planning

Ministry of Public Health (2 IEs)

- Health Economics Unit and Health Financing Unit
- Task Force for Hospital Reform

Ministry of Higher Education (7 IEs)

- Directorate of Foreign Affairs and Scholarships
- Directorate of Administration
- Office of the Minister

Ministry of Education (2 REs)

- Department of Administration and Finance
- Department of Information Systems in Education Management

Ministry of Information and Culture (4 IEs)

- Department of Culture
- High Media Council

Independent Directorate of Local Governance, (IDLG) (5 IEs, 2 REs)

- General Directorate of Municipal Affairs
- Directorate of Coordination and Local Programme Development

Independent Joint Anti-Corruption Monitoring and Evaluation (MEC) (5 IEs, 1 RE)

- Legal Department
- Department of Monitoring and Evaluation
- Department of Media and Public Relations

National Environmental Protection Agency (NEPA) (1 IE)

- Department of Sustainable Development and Environmental Impact Assessment

National Radio Television of Afghanistan (RTA) (1 IE)

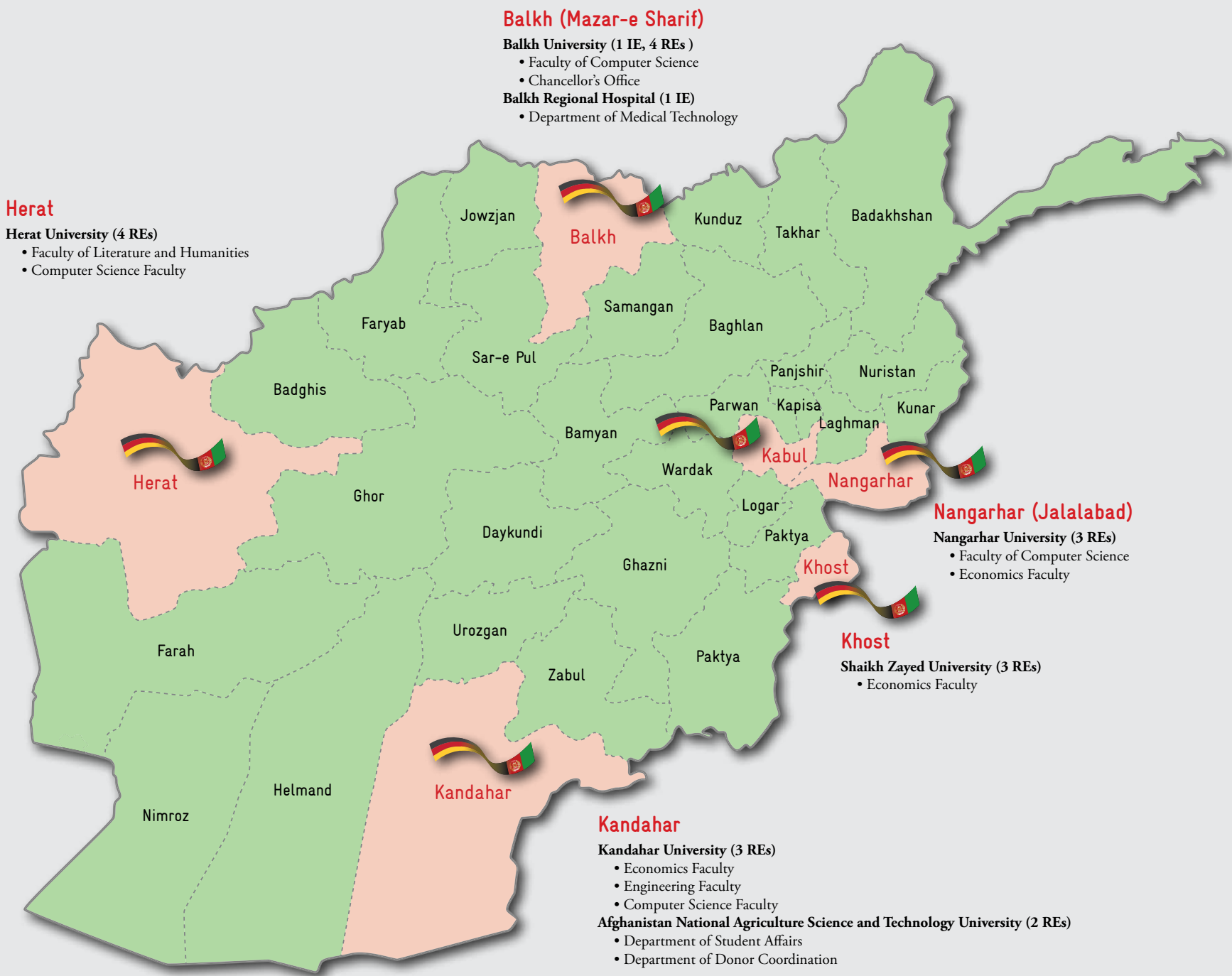
- Office of the Director-General and Department for New Media

Kabul University (6 IEs, 8 REs)

- Economics Faculty
- Faculty of Natural Science
- Faculty of Computer Science
- Faculty of Linguistics
- Faculty of Geoscience
- Department of Administration and Management

Polytechnical University of Kabul (2 REs)

- Faculty of Computer Science



Priority areas

Most of the 70 or so Integrated and Returning Experts working in Afghanistan are funded by the German Federal Foreign Office as part of its Special Programme for Supporting the Development of Afghan Ministries and Administrative Systems at National and Sub-National Level. The German Federal Ministry for Economic Cooperation and Development (BMZ) also funds up to ten experts, in most cases as part of large development cooperation projects. The different areas in which these experts financed by Germany work can be categorised into three fields, which are particularly significant in the process of strengthening Afghanistan's public administrative systems:

- a) **Good governance and security** (28 experts in total, including 6 REs)
- b) **Regional cooperation and economic promotion** (17 experts in total, including 9 REs)
- c) **Higher education and culture** (27 experts in total, including 18 REs)

Each expert has a key function in each of these fields, using their specialist skills in a wide array of areas. For example, some experts in the field of good governance and security serve as legal advisors at the Ministry of Foreign Affairs and the High Office of Oversight and Anti-Corruption, while others function as security advisors at the interface between the secret services, the army and the Ministry of Interior Affairs, and still others as heads of ministerial divisions and sub-divisions. Experts in the field of higher education and culture work as curators at the National Museum of Afghanistan, as researchers on Kabul University's research council, and as scholarship officers at the Ministry of Higher Education. Within the field of regional cooperation and economic promotion, experts serve as specialists in monitoring and evaluation processes at the Ministry of Economy, as coordinators in the Economics Faculty and Faculty of Natural Science at Kabul University, and as aid management advisors at the Ministry of Finance.

It is only possible to provide a brief outline here of the impressive range of areas in which the experts work. Using individual profiles, the following section offers an overview of a number of areas in which these experts operate. What all the experts have in common is that they enjoy the trust of their employers and are deployed in key posts, enabling them to effectively carry out their tasks and pursue the development objectives of Afghan-German cooperation.

Depending on their activities, each individual expert is assigned to one or more of the 22 National Priority Programmes (NPPs), into which all of the Afghan Government's development strategies are integrated. Using their specialist skills, the experts provide customised assistance to their employer and their Afghan colleagues, supporting them in achieving the goals defined in the NPPs. For example, to support implementation of the NPP on 'transparency and responsibility' experts advise their employers on how to strengthen accountability mechanisms. Other experts assist Afghan institutions with implementing the NPP on 'local transparency' by promoting participation, representation, responsibility and transparency. Still others support the NPP on 'human capital development' by improving access to higher education, and facilitating the capacity development of faculty and staff in order to improve teaching quality.

Diversity of partners

The overall profile of Afghan employers is equally diverse, ranging from universities in Kabul and other cities to the Ministry of Foreign Affairs, the Ministry of Economy, the Ministry of Interior Affairs, the Ministry of Finance, and the Office of the President. The Independent Joint Anti-Corruption Monitoring and Evaluation Committee (MEC), the Independent Directorate of Local Governance (IDLG) and the High Peace Council are just some of the other Afghan policy-making centres in which Returning and Integrated Experts are deployed.

Afghan employers also benefit from the activities of experts in the area of culture, for example at the Ministry of Information and Culture and its executive institutions. There is a particular focus here on preserving national cultural heritage against the backdrop of some of it already having been destroyed.

The Afghan-German partnership stands out with regard to its peer-to-peer approach when it comes to the placement of experts. Wherever Afghan partners working in development-related areas require support, a funding strategy can be drawn up by a suitably qualified expert in joint consultation with the German Embassy in Kabul and GIZ. Partners report an extremely high level of satisfaction with this personnel instrument precisely because it closely involves local employers from the outset. As a result, the German Federal Foreign Office's special programme has developed an excellent reputation, not least within the Afghan Government.

This high level of satisfaction on the part of Afghan partners is also reflected in the fact that five former Integrated Experts have now been appointed Afghan Ambassadors and two former Returning Experts have each been appointed mayors of major Afghan cities.

Demand for the placement of experts and the need for funding remains high at Afghan institutions. This is also seen in the key data for the programme, which was launched in 2010 and whose original two-year term has since been extended until June 2018. The programme's annual financial volume was also increased from just under EUR 1.5 million initially to the current level of EUR 6 million in light of the high level of need at the partner end.

Gender sensitivity

Afghan society is largely patriarchal in its organisation. Working females do not fit the dominant societal image of the woman, which makes Afghanistan an extremely challenging place in which to promote women's interests. For example, it is always challenging for women travelling alone within the country. This is precisely why German development cooperation actors are particularly keen to strengthen the role of women in Afghanistan in the long term. This is also reflected in the portfolio of Returning and Integrated Experts. Despite the highly restrictive situation at present, around 25% of the placed experts are women. Some are of German origin, while others have an Afghan background, and they strive to promote gender equality in partner institutions of development cooperation in the capital Kabul and far beyond.

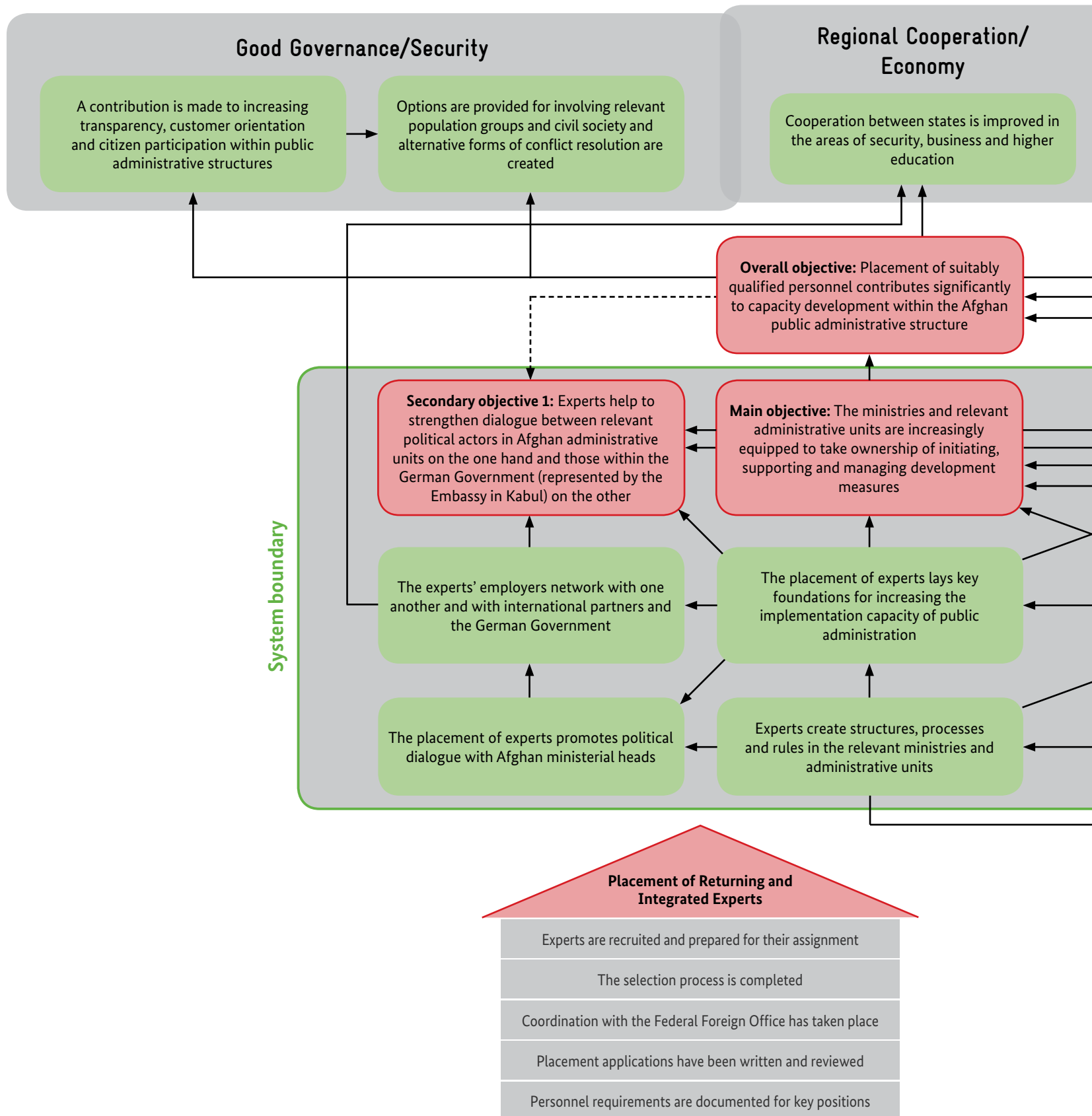
Many women in Afghanistan benefit from the work of strategically placed experts. For example, one expert based at the Independent Directorate of Local Governance (IDLG) is playing a significant role in the appointment of gender officers in cities and municipalities. As General Director of the Office of Human Rights and Women's International Affairs at the Ministry

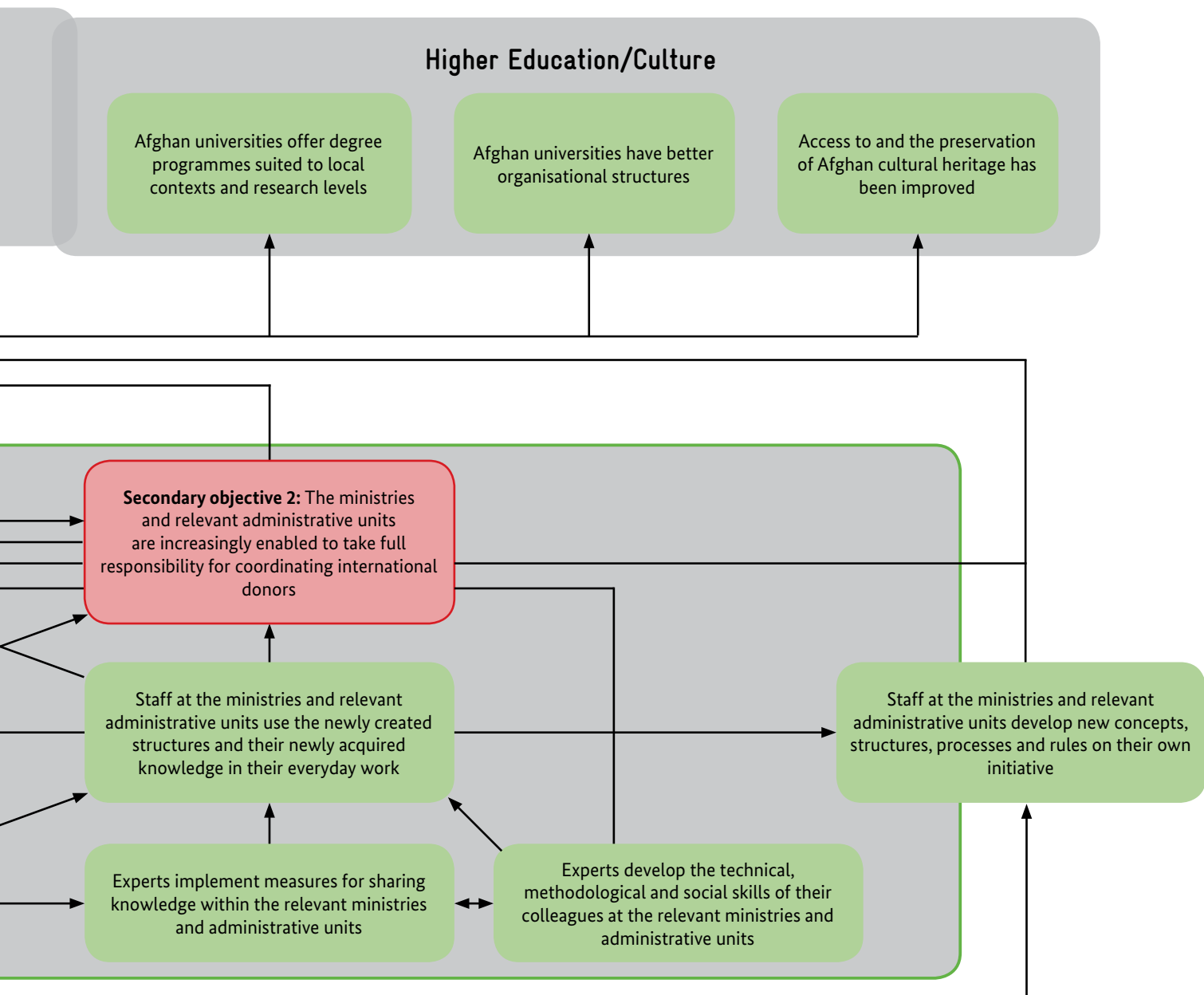
of Foreign Affairs, another expert has introduced a reporting system for implementing UN Security Council Resolution No. 1325 on Women, Peace and Security. An expert at the Ministry of Higher Education has helped to introduce a minimum women's quota of 30% for the granting of scholarships. Women's issues are also addressed by the regional peace councils that have been set up by the High Peace Council. The expert deployed here has ensured that the regional peace

councils safeguard women's rights by actively involving them in the peace process and initiating programmes to promote their interests.

The German Federal Foreign Office's special programme strikes an effective balance with regard to the geographical location of assignments, the profiles of the experts deployed in these locations, and gender issues. What all the experts have in common is that they work in prominent positions with a great deal of influence and enjoy the confidence of their employers. They hold leadership posts and provide advice to government, up to the highest levels. As a result, the Afghan Government places a great deal of confidence in the German Government, confidence that has developed over the course of 100 years of working together. This trust is being strengthened every day through the activities of the Integrated and Returning Experts. It becomes evident in this regard too that the placement of experts as part of the Federal Foreign Office's special programme strengthens and deepens bilateral relations like almost no other instrument.







Results model for the Programme for Supporting the Development of Afghan Ministries and Administrative Systems at National and Sub-National Level

Institutional development in Afghanistan

The work of Returning and Integrated Experts







Since returning to Afghanistan, Khojesta Ebrahimkhel (left) has been working to promote human and women's rights in her home country. With her colleagues Suliman Sherzay, Homira Hakimi and Maria Karimzad, she plans a conference on this topic as they take a stroll through the gardens of the Afghan Ministry of Foreign Affairs.

KHOJESTA FANA EBRAHIMKHEL

Director General of Human Rights and International Women's Affairs
at the Afghan Ministry of Foreign Affairs

The development context

Human rights are a key component of fundamental universal rights and values which Afghanistan has committed to upholding following the overthrow of the Taliban regime. This applies to the rights of religious minorities, to freedom of speech and to women's rights alike. The country still has to contend with human rights abuses at various points within the system. Traditional attitudes and patterns of action which clash with women's rights in particular are still widespread within the population. The Afghan Ministry of Foreign Affairs is the state institution tasked with coordinating human rights work. The relevant division within the ministry coordinates Afghanistan's international reporting to the United Nations and also engages in intensive networking and lobbying activities in the country.

Workplace environment, duties and profile of the expert

The Directorate of Human Rights and International Women's Affairs was set up within the Afghan Ministry of Foreign Affairs in 2003 in response to the Afghan Government's commitment to upholding human rights. Particular emphasis was placed on the rights of women, which had been downtrodden under Taliban rule and which are still defined in many regions of the country by the Koran and the archaic provisions of the Pashtunwali, the legal and ethical code of the Pashtuns. As an integrated expert, Khojesta Ebrahimkhel is the General Director of the office and builds upon a line of personal development that she already experienced growing up at home with her parents. Gender equality was always an important principle in her family. As such, she was able to study law and political science in Afghanistan back in the 1970s before fleeing to Germany in the wake of the Soviet intervention and completing a postgraduate degree in chemistry and physics at the University of Karlsruhe. She now considers Germany her

second home, as her family lives here and her daughter is also studying law and political science in the country. Nonetheless, Khojesta Ebrahimkhel returned to Afghanistan in 2006 in order to assist with the reconstruction of her old homeland. She wants to see Afghan women being given the opportunities for development and self-realisation that she once enjoyed. Consequently, she values the support provided by Germany under the Integrated Experts programme: *'After all, without this support, I probably wouldn't have been able to get re-established here in Afghanistan, stand up for my convictions in such an exposed political position to fight for women's rights.'*

Within her directorate Khojesta Ebrahimkhel is responsible for coordinating issues between the government, civil society, Afghan embassies and the international community. This involves awareness-raising activities, networking and lobbying work within Afghan society and among its officials and dignitaries. Her work also includes fulfilling Afghanistan's duty to report to the outside world, something to which the country committed itself when it signed a range of United Nations conventions, such as the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW). In this context, closely coordinating activities with different ministries, authorities and civil society interest groups is crucial.

In addition to her specialist knowledge, Khojesta Ebrahimkhel's social skills also play a key role in her work. As a leader, she is careful to ensure that she sets a good example to her staff. *'It's especially important to resolve lines of ethnic conflict. I'm not Pashtun, Tajik, Hazara or Uzbek – I'm Afghan. While we are all different, it's our country that unites us and that's the most important thing'*, she explains with conviction.

Challenges and results

'We face many challenges', she explains. 'however, what we're most in need of is a coherent reporting system. Many of my staff members lack legal knowledge with regard to human rights as well as the organisational skills for carrying out their duties efficiently. This is another reason why we're unable to make swift progress with regard to improving the human rights situation. Despite the new government having agreed to make human rights issues a priority, it's still a long, drawn-out process.'

Achievements to date nevertheless show that the directorate's work is paying off. The Afghan Government has established a reporting system into which results are fed by three bodies - a steering committee, a technical working group and an advisory working group. The steering committee comprises Khojesta Ebrahimkhel as Director General of the Directorate of Human Rights, the country's two Deputy Ministers of Foreign Affairs, the representative of an independent human rights commission, and two representatives of the Afghan Women's Network, the country's leading women's organisation.

While the technical working group consists of 30 representatives from all Afghan ministries, the advisory group is composed of members of numerous non-governmental organisations. *'When we first began our work, we had to win over a lot of people, as the idea of including representatives of civil society organisations in the body was considered quite controversial both in government circles and among colleagues at the Ministry of Foreign Affairs. But we were successful and now it's completely normal for our group to include the Afghan Women's Network, for instance,*

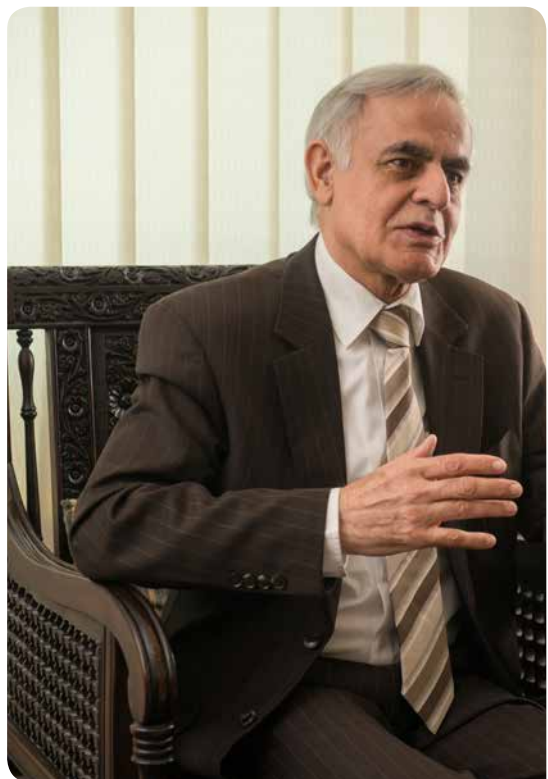
as well as numerous media and youth-organisation representatives', explains Ebrahimkhel. Establishing this inter-ministerial and socially inclusive coordination structure has been an important step.

Khojesta Ebrahimkhel also set up the Women's Diplomat Network, which carries out lobbying work in Afghanistan and internationally, and campaigns for the country's human rights and women's rights situation to be improved.



Perhaps the greatest challenge she faces in her work, however, concerns the specific implementation of international agreements in Afghanistan, such as UN Security Council Resolution 1325. This resolution calls for action to be taken to protect women's rights and integrate them to a greater extent in peace negotiations.

To this end, Ebrahimkhel visited five Afghan provinces to meet with local dignitaries, provincial governors and other persons of influence. She established close contact between state and civil-society actors, ran workshops on implementing the resolution, and persuaded governors to provide accountability for implementing women's rights in their own provinces and to produce corresponding reports. *'In Kandahar, for example, we've presented and vigorously debated the National Action Plan on Women, Peace and Security. This was an unexpected and encouraging experience for me',* explains Ebrahimkhel. *'Religious and ultra-conservative men, some of whom couldn't even spell their own name, sat around the table with well educated women and engaged in open discussion. For Afghanistan, this was an almost surreal encounter.'*



MOHAMMAD HOMAYUN MOKAMMEL

has held the position of Afghan Consul in Madrid since July 2015, having previously served as the Afghan Minister of Foreign Affairs' Chief of Staff. The trained educator and social scientist had already been working at the Ministry of Foreign Affairs before the country was invaded by the Soviet Union, representing the Afghan Government at its London and Belgrade embassies during the 1970s. The outbreak of the Afghan Civil War in 1989 temporarily brought his political career to an end. Prior to the fall of the Taliban, he first worked as a university lecturer in Kabul before fleeing to Germany, where he established himself as a translator, entrepreneur and taxi driver. Numerous family members have followed a similar path. Many of his uncles, aunts and siblings are now scattered around the world, in Germany, the United Kingdom and Brazil. He is one of the few who has returned to Afghanistan.

'As a result of 35 years of occupation and civil war in our country, there are many highly qualified Afghans living abroad who have so far seen no possibility of returning home', explains Mohammad Mokammel. 'The programme for Integrated and Returning Experts gives these individuals an opportunity to play their part in rebuilding our homeland. I believe that the idea behind the programme is unique, as it gives these people an incentive to return to Afghanistan. This is especially true in the current transition period when the security situation makes it difficult for people to bring their families with them', says Mokammel emphatically. The Chief of Staff considers Afghan-German cooperation to be exemplary: 'Out of all the countries, it was Germany that outgoing President Karzai thanked first for all its assistance with rebuilding work, and for good reason! The Federal Foreign Office's programme for Integrated and Returning Experts made a huge contribution in this regard'.

Mokammel considers economic development and state stability to be crucial to Afghanistan's future, and sees a need in this context for well qualified experts and leaders who are capable of implementing complex projects. *'The experts that GIZ has placed with us are a great help to us in this work. Thanks to their support, our staff are adding to their knowledge, enabling us to achieve lasting progress',* says a delighted Mokammel. At the leadership level of the Afghan Ministry of Foreign Affairs too, the programme is a key part of the mosaic of Afghanistan and Germany's traditional and close relationship: *'It works right at the roots to promote successful political dialogue'.*



Moheb Spinghar has headed up the Afghan Institute of Diplomacy since 2013. He has reformed the process for selecting diplomats and has modernised teaching. He is working with his colleague Salma Spozhmy to promote the development of a modern library.

DR. MOHEB SPINGHAR

Director General of the Institute of Diplomacy at the Afghan Ministry of Foreign Affairs

The development context

Highly qualified staff continue to be in short supply in the field of foreign policy and international relations in Afghanistan. An entire generation of veteran Afghan ambassadors and foreign policy experts who were already serving their country abroad back in the 1960s and 1970s has entered retirement in the last two years. There is now a need to find people to take their place. For this reason, the Ministry of Foreign Affairs intends to set its own requirements for well qualified experts in the country and revitalise Afghan diplomat training, which has been neglected for two decades. Only with suitably qualified staff will the country be able to achieve its goal of greater self-reliance and lesser dependence on external support, whether regional or international. Consequently, it is all the more important to push ahead swiftly and in a structured manner with the recruitment of young professionals and training of young Afghans in international relations. The Institute of Diplomacy at the Afghan Ministry of Foreign Affairs plays a key role in this regard.

Workplace environment, duties and profile of the expert

Moheb Spinghar has been Director General of the Institute of Diplomacy at the Afghan Ministry of Foreign Affairs since 2013. Though born in Germany, he completed most of his school and university education in Afghanistan and Russia. After completing his degree in linguistics and literature at Kabul University, he worked for Afghan news agency Bakhtar before taking up a post as lecturer in Russian language and literature at Kabul University in 1987. Following the outbreak of the Afghan Civil War, he fled with his family to Germany, where he worked as a translator and editor, subsequently taking up a position in the Afghanistan department of Deutsche Welle TV in 2002. Spinghar made regular trips to Afghanistan once more between 2006 and 2012 to help with the work of rebuilding his country following the overthrow of the Taliban. As part of his involvement, he organised media training for journalists on behalf of

the German Federal Foreign Office. At the same time, he undertook a PhD at the Pushkin State Russian Language Institute in Moscow, completing his dissertation on stereotypical discourses in the Russian language in 2010.

Spinghar undertook his first integrated expert assignment in 2011, serving as a teacher at the Institute of Diplomacy within the Afghan Ministry of Foreign Affairs. Since April 2013, he has been Director General of the institute, having overall responsibility for the selection and training of the young Afghan diplomats of the future.

Challenges and results

During the Civil War and under Taliban rule, large parts of the local education system were left almost completely idle. In addition the country has seen a massive brain drain as a whole generation of well-educated Afghans have left their homeland. Even the Afghan Ministry of Foreign Affairs and, in particular, the diplomatic service are still suffering the effects of this today.

There have been many positive changes since Moheb Spinghar took charge of the Institute of Diplomacy in 2013. He reformed the diplomat selection process, enabling the institute to recruit a large number of talented individuals.

He also introduced a women's quota to ensure that women make up a certain proportion of diplomatic service staff. Thirteen new female recruits have increased the proportion of women in the Institute of Diplomacy to almost 30%. The personnel department of the Ministry of Foreign Affairs supported Spinghar in his efforts. The dedicated professional was keen to achieve a high degree of transparency in the diplomat selection process and in the selection of secondment locations for ministry staff. *As a ministry, we no longer simply send someone abroad*

as a diplomat without a second thought. It doesn't matter which family or ethnic group that person is from either. Now, the only criteria for entry to the diplomatic service is an individual's suitability for the job, not their personal contacts or political power. I'm very grateful to my team for their work in enabling us to implement these rules despite all the corruption going on'. This was not without risk, as Spinghar explains, but he even remained unshaken in the face of personal threats.

The introduction of a new two-year master's programme in international relations at the Institute of Diplomacy in cooperation with Kabul University is another of Spinghar's achievements. With 2015 having marked 60 years since the institute was founded, Spinghar remarks: *'It's taken 59 years for us to send our diplomats on a master's course, but our young diplomats can now obtain accredited university degrees'.*

With regard to diplomat training, Spinghar introduced a new curriculum at the institute, the content of which corresponds to that of other diplomacy institutes in countries such as Turkey, India and Germany. This content was devised with the help of German and European diplomats, who are very positive in their assessment of the new curriculum. The curriculum includes modules on Afghan history,

political geography, the Afghan constitution, the country's political system, international relations, and economics.

For the last two years, trainee diplomats have also attended courses in crisis management and negotiating techniques. With support from the Konrad Adenauer Foundation, the Institute of Diplomacy is delivering media training for students as well.



In the context of the new curriculum, cooperation has been stepped up with other institutions such as the Konrad Adenauer Foundation, the Friedrich Ebert Foundation, the Turkish and Egyptian Embassies and the *Centre Culturel Français de Kaboul*. These and other institutions now provide teaching staff for German, French, Arabic and Turkish language courses.

And there is one more project close to Moheb Spinghar's heart: *'Every training institution needs a library'*, he adds. *'Which is why we've begun to set up a small one. We've already compiled several thousand books and our stock is set to increase further. We're also in the process of improving equipment and modernising the library'*, explains Spinghar, *'the British, Polish and Egyptian Embassies have indicated their willingness to support us in this endeavour'.*



ATIQULLAH ATIFMAL

was appointed Afghan Ambassador to Malaysia in November 2015, having previously served as Deputy Foreign Minister for Finance and Administrative Affairs. Atifmal has been working for the Afghan Ministry of Foreign Affairs for three decades now, during which time he has held a whole range of positions, including Chief of Protocol to the Afghan President, Consul General in the United States and Dubai, Director General of the Parliamentary Affairs division, and the aforementioned position of Deputy Foreign Minister.

He describes his country's long-standing links with Germany as extremely friendly and recalls: *'Even when I was a child, German firms such as Siemens and Daimler-Benz had operations in Afghanistan. After visiting these companies on a trip to Germany, the then King Mohammed Zahir invited their managers to Afghanistan, which marked the start of lasting partnerships. When I was in Germany with President Hamid Karzai many years later, I was moved to see photos of this state visit at an exhibition.'*

Atifmal, who studied literature at Kabul University, philosophy in Moscow and public administration in California, also stresses the close cooperation between Afghanistan and Germany in the education sector:

'This cooperation has a long history. As a student, it was pretty normal for me to be taught by German lecturers too.' But 30 years of war have destroyed many parts of Afghanistan's infrastructure. According to Atifmal, while physical infrastructural damage gained the most attention, the destruction and loss of the country's human capital was far more serious: *'Many Afghans left the country during the war. Those who stayed in the region, for example in Iran and Pakistan, were unable to study there and had to get by with unskilled day-to-day work. Well educated Afghans fled to Europe and the United States. Regrettably, most never returned. This presents even today a major challenge to Afghanistan's development.'*

Atifmal is convinced that the German Federal Foreign Office's integrated and returning expert programme is counteracting the brain drain that has also negatively affected the reconstruction process in Afghanistan. *'The programme is a major help and we value it greatly. It creates incentives for Afghans trained in Germany to actively contribute to rebuilding their country.'* Three former Integrated Experts with Afghan roots have now been promoted to Afghan Ambassadors.

Since 2010, the Afghan Ministry of Foreign Affairs has been serving as an employer to a total of 14 Integrated Experts working in a range of strategically relevant and, in some cases, politically sensitive areas. These include regional security and economic cooperation, human rights and legal consulting, media and public relations work, protocol activities, and, last but not least, diplomat training. According to Atifmal, this encourages not only political dialogue between Afghanistan and Germany, but is also an expression of the mutual trust underlying the relationship between the two countries: *'While we enjoy friendship with many nations, we Afghans see the Germans as our brothers and sisters.'*



Cooperation built on trust: As an Integrated Expert, Jamal Rahman advises Mohammad Haidari, the Afghan President's Deputy Chief of Staff, on foreign policy matters.

JAMAL RAHMAN

Advisor on Foreign and Cultural Affairs in the Office of the President

The development context

Afghanistan's democratically legitimated state structures are still young and remain extremely fragile. They continue to face huge pressure as a result of ongoing conflict. It is therefore especially important to maintain efficient and transparent processes within the ministerial administration and in the Office of the President. Alongside a stable administrative apparatus with clear organisational structures and established intra-governmental and cross-departmental communication routines, human capacity development has a key role to play here. In the President's Office, apart from the wholly pragmatic aspects of day-to-day working practices this also possesses high symbolic significance that extends beyond this segment of the apparatus.

Workplace environment, duties and profile of the expert

Jamal Rahman holds a key position in this field. He originates from Kabul, where he attended school and obtained his bachelor's degree from the National Institute of Management and Administration (NIMA), which was established with German support. Having left Afghanistan in 1979, he completed his training as a social scientist in Göttingen in 1990 with a thesis on Afghanistan in the context of Central Asia and the Middle East. He worked for various institutions in Germany. These included social services and youth welfare departments, the German armed forces (Bundeswehr), the Federal Foreign Office, adult education institutions and public prosecutor's offices.

In 2002 he returned to Afghanistan for the first time, where he worked at the German Embassy in Kabul. *'When I left Kabul it was a normal oriental city. There were mosques and Koran schools, as well as cinemas, theatres and discotheques; there was the chador, as well as the miniskirt. When I came back after 23 years everything had been ruined – I couldn't even see the colour in the trees, everything was just dusty. The worst moment of my life was sitting on the plane, coming in to land in Kabul. The runway was lined with dozens of wrecked tanks, aircrafts and endless*

other materials of war. How many people had they killed? How much good one could have done with the money they represented!'

Since 2007 Jamal Rahman has been working in the Office of the President as an advisor on foreign and cultural affairs. In light of this somewhat vague-sounding job title, we asked him if he could sum up his job in one word. *'Multifaceted'* was the answer he gave. His designation of himself as a 'jack of all trades' modestly describes the key position he holds. He reports directly to the Chief of Staff and the President, and sees this position as being *'half political, half technocratic'*. *'To put it simply, whatever the Chief of Staff or the President considers important, I put into practice'*, he explains. From travels to the provinces on the President's behalf, to representing the Office of the President, to acting as a hub and point of contact for virtually all ministries as well as international and national actors in Afghanistan, to chairing the capacity building commission of the President's Office – Rahman performs an integrated role in various areas of the Office. He is also considered an important dialogue partner and point of contact for the implementation of agreements between Afghanistan and international partners.

Whether entrusted by the former President Karzai to translate the bilateral security agreement with the United States, or visiting the relatives of deceased members of the government to offer them the President's condolences, or on an extended secondment to the Ministry of Transport and Civil Aviation to restructure its largest division and place its finances on a sound footing – Jamal Rahman enjoys the trust and confidence of his superiors.

Challenges and results

Internal processes, both in the Office of the President and within the Afghan Government as a whole, often remain cumbersome and leave broad scope for optimisation. There is an urgent need for human

capacity development among professional and managerial-level staff in the Office of the President and other parts of the government apparatus. Rahman is therefore responsible for organising and coordinating in-service training measures for staff of the Office of the President, which are also held at Afghan universities. As well as short-term training measures, over two dozen staff members of the Office are studying law, public administration and economics at various universities. Rahman was also entrusted with responsibility at the Office of the President for implementing the national strategy for transparent governance. The aims here included modernising public administration and switching the correspondence of the Afghan Government from paper to electronic media. Staff are also being trained in IT, and organisational structures and administrative procedures are being improved through electronic communication systems. The better-trained staff are more assured and self-confident when dealing and working with national and international partners.

A spin-off from Rahman's work is the fact that he has been able to build a broad and intricate network of high-ranking players. *'I'd say I'm one of the few members of staff here with influence. I can ring any minister to ask for support with projects of the President's Office, and the outcome is usually positive'*, explains Rahman. He often plays a mediating role for the implementing organisations of German development cooperation

and their projects, for instance. He also acts as vice-chair of the German-Afghan Network. He has accompanied Afghan ministers to Germany on several occasions.

A further aspect of his work is the opportunity he has to set trends. One example of this was the partnership he initiated with the Bremen Overseas Research and Development Association (BORDA) for

sustainable wastewater management and water recycling at the President's Office and the Presidential Palace. Here the Office is able to lead the way, setting an example for other Afghan institutions.

Given such a diverse portfolio, we asked him what he considered to be his greatest success story. Rahman: *'I had been in Afghanistan for just one year when the then minister of transport was suddenly relieved of his*



duties. Two staff members of the Office of the President were appointed to run the ministry on an interim basis. I assumed responsibility for managing the private sector division – the ministry's largest, with a staff of over 700. This division is an important source of revenue for the government, which it generates by awarding licences and collecting fees. When I arrived it showed a deficit of around AFN 275 million, then equivalent to over EUR 5 million. After six months I had not only cancelled out the deficit, but also generated a surplus of AFN 348 million by introducing transparent award procedures that are still being used, as well as a standardised system for the collection of fees. I believe that's the best thing I've achieved for this country'.

MOHAMMAD QAHIR HAIDARI

was Deputy Chief of Staff to the President of Afghanistan from 2009 to 2014. Since the end of 2014 he has been Director General of Administration and Finance and Acting Deputy Minister at the Ministry of Finance. A graduate in civil engineering, he possesses a wealth of experience in international development cooperation, not least thanks to the years he spent working for the World Bank, UNDP and the World Food Programme of the United Nations.

Mohammad Qahir Haidari is familiar with the work of GIZ and its personnel instrument of 'Integrated Experts' from his placements with international organisations in Afghanistan and Pakistan. He believes that this instrument is made-to-measure for consolidating the Office of the President of Afghanistan. *'This is the only way we can recruit first-rate personnel with international experience for this demanding task, and persuade members of the Afghan diaspora to return home on attractive terms.'*

Three Integrated and two Returning Experts are now working at the Office of the President and its subordinate bodies, and two more Integrated Experts are supporting the Office of the Chief Executive Abdullah Abdullah. *These are well-trained men and women whose professional experience and knowledge of Afghanistan and its political environment often stretch back well into the pre-war era. As we are the employer of these experts this means they are also an integral part of the Office of the President. We have always seen Rahman as a member of our team, but never as an external advisor. To be quite honest, we'd like and indeed we expect to see this programme being extended, because it is helping rebuild the capacities of the Afghan Government step by step.'*

One important difference between the instrument 'Integrated Experts' and other donors' programmes is the process by which staff are selected. *'This is transparent, and the proposed candidates all have a proven track record in their specific area of expertise. GIZ lets us make the final selection of the candidate we believe is most suitable. The contractual periods of the experts, which extend to up to six years, also enable us to plan and work on a long-term basis. With many other donors that's completely different. Their advisors come for a maximum of six months, and are then replaced, which means their successors have to start again from scratch. This makes it very difficult to achieve sustainable progress.'*





As Director General for Security in the Provinces, Mohammad Gharib (second from right) travels the length and breadth of the country and negotiates with representatives of all political groups. He sees the reintegration of former insurgents into Afghan society as his greatest challenge.

MOHAMMAD ASHEQ GHARIB

Director General of Security in the Provinces at the High Peace Council

The development context

In war-torn Afghanistan, security and sustainable peace-building are the key challenges for national reconstruction. In 2010 a *Loya Jirga*, a traditional assembly that represents the different sections of society, recommended the establishment of an Afghanistan Peace and Reintegration Programme (APRP) supported by the donor community, UNDP and ISAF. The key institution in this country-wide initiative is the High Peace Council (HPC), which through its 70 members represents all groups within society. Its permanent secretariat for the peace and reintegration process commands security committees in almost all the provinces of Afghanistan.

Workplace environment, duties and profile of the expert

Next to the desk of Mohammad Gharib, a graduate of the Kabul military university, former general and expert in rocket engineering and air defence, hangs a photograph of Mahatma Gandhi and Khan Abdul Ghaffar Khan, Ghandi's Pashtun fellow campaigner for non-violence. *'I spent many years of my professional life serving the military and in the operations division of the Ministry of Defense. Perhaps it is the greatest success story of my life that I am now working for peace'*, explains Gharib with a smile.

When the Mujahideen entered Kabul, he and his family were forced into exile in Germany for 19 years. After he returned, from 2007 onward he first of all served the Minister of Interior Affairs as an advisor for security issues, but switched to the High Peace Council when it was established at the end of 2010, where he has since been working as an Integrated Expert. *'After 35 years of war, Afghanistan desperately needs institutions actively engaged with peace'*, concludes Gharib. To define its objectives, in 2010 the High Peace Council launched a broad dialogue with numerous elements of society. Participants included tribal elders, youth, women's organisations, legal scholars and representatives of the media.

It was Mohammad Gharib who established the current structure of security committees in 33 of Afghanistan's 34 provinces. Depending on the size of the province, these comprise representative committees of up to 30 members, plus permanent secretariats with a staff of up to five. This makes Gharib the key contact person in the peace process for over 1,000 staff throughout Afghanistan.

The main task of the security committees is to persuade the Taliban to renounce the armed struggle and join the peace process. Here Mohammad Gharib, who is a charismatic man, leads his staff by example. This means holding direct talks with envoys of local rebel groups. *'It's no good holding back here. You have to be patient, you have to be able to listen and talk to people, no matter who they are, where they come from, or on what side of the decades-old struggle they stood'*.

All information from the provinces passes via Gharib to the secretariat for the peace and reintegration process, and on to the Chairman of the High Peace Council, Salahuddin Rabbani. Gharib implements directives from Kabul in the provinces. He also coordinates discussions between the Ministry of Interior Affairs, the Ministry of Defense and the National Directorate of Security to assess Taliban fighters who approach the High Peace Council claiming they are willing to relinquish violence. This process is complex and not without risk. It ranges from dealing with such claims, to identifying rebels willing to give up the fight, and to reintegrating ex-combatants. *'Let's assume that an armed group approaches us claiming to be Taliban. We then make enquiries about them and seek dialogue with them. They might be making this approach in order to prepare an attack. We check the following: Are they really Taliban or not? How many people are they speaking on behalf of? How many weapons are involved, and which ones? Have these fighters murdered people? Are they accused of any other offences or criminal acts?'* explains Gharib.

Once these questions have been answered, and a mutual agreement reached, the fighters lay down their weapons and are given protection, and in some cases also financial support for a transitional period so that they can reintegrate into their former communities. The families and in many cases the tribal chiefs of the fighters willing to renounce the struggle are also involved in this process.

Challenges and results

The security situation in the country remains tense. The High Peace Council and its members in particular have repeatedly been the target of attacks. When the city of Kunduz was stormed by the Taliban in September 2015, the local office of the HPC was one of the main targets of the offensive – it was plundered and destroyed. In the so-called Islamic State and the Tahrir movement, further groups willing to use violence have arisen alongside the Taliban that pose a threat to lasting peace and the peace talks with the Taliban. *‘The rapid spread of these radical Salafist movements in particular is a disconcerting trend, both for the region and beyond’*, emphasises Gharib. In this difficult situation, Gharib also faces financial challenges. Due to the fall in donor funding, there are now plans to reduce by 40% what was originally the broad allocation of jobs to the provincial committees, bringing the number of staff down from 894 to 540. *‘This creates major problems for us, because the committees are supposed to represent the different elements within society. If the number of members were reduced, we would no longer be able to include all elements, which would*

inevitably lead to tensions. Budget cuts thus impact directly the likelihood that Afghanistan will achieve peace’, points out Gharib. *‘I also take it as a highly personal challenge to make sure that, despite reforms and severe cuts, our structures work and the committees remain able to operate successfully. The entire Afghan peace process stands and falls with the integration of armed opposition forces into a new Afghanistan’*.

Notwithstanding this, Mohammad Gharib has achieved considerable success. By autumn 2015 he had succeeded in involving 10,600 Taliban fighters, 988 of them commanders, in the peace process and persuading them to return to society. Some 8,100 weapons have been handed in. Furthermore, the committees have launched numerous projects in cooperation with the ministries for agriculture, education, rural development and religious affairs.



‘Over the last few years we have conducted and completed over a thousand projects in 32 provinces and 190 districts, thus creating jobs for fighters in the process of being integrated; a further 1,162 projects

are currently ongoing’. According to Mohammad Gharib, over half a million people are benefiting from these projects directly, and as many as 5.6 million indirectly. Most of the projects involve agriculture or small-scale industry.

‘Germany is held in high regard for the fact that it acted as an honest broker in the peace process from the outset, and provided extensive funding for that purpose’, emphasises Gharib. *‘We also experience this appreciation in our day-to-day work as experts placed by Germany’*.

MOHAMMAD MASOOM STANEKZAI

was Secretary General of the High Peace Council with ministerial status from 2009 to 2015. Since June 2015 he has been Afghanistan's acting Minister of Defense. In 2011 he was seriously injured in a Taliban attack in which the former President and Chairman of the High Peace Council, Burhanuddin Rabbani, was assassinated. In 2014 he survived a second suicide attack unscathed. Despite that, as Secretary General of the High Peace Council, he continues to fight for the reintegration into society of former rebels and for reconciliation with the Taliban.

'Particularly in the initial phase we faced many challenges. We had to create structures and internal processes within the High Peace Council, as well as to develop the capacities of the staff and design strategies. At the time we came to the conclusion that external expertise was necessary in order to successfully manage this task'. Stanekzai emphasises that the High Peace Council is a special kind of agency: 'This is where the widest possible variety of lines of societal conflict that play a key role in the peace process come together'.

In his position as Secretary General of the High Peace Council, Mohammad Stanekzai has sought dialogue with various donors. *'We didn't want just any kind of support. What we wanted was support that precisely matched our needs – and that was provided by GIZ's Integrated Experts'.* After the High Peace Council was established, it was important to actively communicate the vision and mission of its work to the public. This is why an integrated expert was placed to support the High Peace Council with PR work. *'Today, thanks not least to German support we have a communications division that works very well',* explains Stanekzai appreciatively. Another integrated expert is working in the division for policy development. *'We first had to define the direction of the High Peace Council's policy, which entailed examining the complex regional and national issues. This involved highly sensitive political areas that we didn't wish to tackle without expert support',* explains Stanekzai regarding the placements.

Finally, Stanekzai underlines the key difference between the GIZ programme and the programmes of other donors: *'Some organisations want to provide us with experts, but without involving us in the process, and without really knowing where our needs lie. With GIZ things are different. Here the Afghan employers request the expertise of a German expert. If the request is approved by the German side, the next step is a joint recruitment process. While the expert is employed in Afghanistan, regular evaluations take place that we are also involved in. This means the experts really are integrated into our system rather than being imposed and controlled from outside. This is precisely why cooperation with GIZ is so successful'.*





DR. BIRTE BRUGMANN

Advisor to the Independent Directorate of Local Governance (IDLG)

The development context

Establishing operational and transparent local governance in Afghanistan is very important. Many public officials still do not see themselves as service providers, hence public services are unsatisfactory and leave people feeling discontented. This makes it all the more important for the central government to improve the performance of public institutions at the provincial, district and municipal levels, in order to increase acceptance of the state as an entity that can improve people's quality of life. To strengthen sub-national governance at the provincial, district and municipal levels beyond the capital, Kabul, the Independent Directorate of Local Governance (IDLG) was established in 2007. It reports directly to the President, and is responsible for the work of the provincial and district governors as well as of the mayors appointed to date. It is also there to support the elected councils at the provincial, district and municipal levels.

Workplace environment, duties and profile of the expert

Since summer 2013 Birte Brugmann has been employed as an integrated expert at the General Directorate for Municipal Affairs (GDMA), which is responsible for over 150 municipalities, and thus for more than six million people in the provinces. As an advisor for good governance, she reports directly to the Director-General, Abdul Baqi Popal. Obtaining a Ph.D. in archaeology in 1995, she began working in development cooperation in the field of protection of historic buildings and monuments in conflict regions. Among other things, she freelanced for the United Nations Interim Administration Mission in Kosovo (UNMIK) and the Swedish organisation Cultural Heritage without Borders. In 2008 she completed her training as a peace expert. Here she developed her ability to perform cultural work in conflict regions as part of projects to support the capacity development of local people. She began her work in Afghanistan in 2009 as a programme officer of the Aga Khan Trust for Culture, whose work focuses on the care and conservation of historic buildings and monuments. Over the years, working closely with her Afghan colleagues in various jobs and different areas of activity gave her a profound knowledge of the

country and sensitivity to intercultural issues – both of which are crucially important in her present task.

Birte Brugmann is tasked to support the capacity development of the GDMA and its staff with regard to good governance. This includes conceptual work on increasing the participation of citizens in municipal planning and decision-making processes, and empowering women in local government. An essential feature of her work is that as the only foreign member of staff at the GDMA, she represents a kind of point of contact for her Afghan colleagues with the 'international community' – which they sometimes feel unfamiliar with. The international community supports Afghan municipalities with programmes worth over USD 100 million. Coordinating these programmes is a key task of GDMA.

Challenges and results

Brugmann's predecessor already drove the development of a gender equality guideline for municipalities. Today, Birte Brugmann is building upon these achievements. With support from the Director, she established a working group on gender mainstreaming. Here, female employees of the GDMA can work to empower women in municipalities in Afghanistan. The group developed a guideline on appointing gender equality officers in the provincial capitals, and has already conducted induction workshops to introduce 20 of them to their new tasks. Birte Brugmann considers being a foreign woman is giving her an advantage over her female Afghan colleagues when it comes to gender equality. *'Here, I'm something like a 'third gender', because I'm allowed to do things that otherwise only men would be allowed to do. I can choose whether to go to lunch with my male or female colleagues, and demonstrate every day that women are just as capable as men when they are granted the right freedoms. Being a foreign woman gives me a certain freedom to create space for my female Afghan colleagues in which they are also able to develop.'*

The administrative requirements for mayoral and municipal elections will not be in place until two years at the earliest. Thanks to the support provided by Integrated Experts, however, provisional councils have already been established in provincial capitals that are making the municipal administrations more responsive to citizens' concerns. Building on this, IDLG is now taking an even bolder step. It is proposing to the government a countrywide programme to be launched to further expand citizen participation. It envisages that existing social networks in districts and smaller units down to neighbourhood initiatives will become forums for co-determination.

Donor programmes have been supporting such trends sporadically for years. IDLG, however, is responsible for creating structures to establish and institutionalise government standards for civic participation in this form.

Without donor funding, however, a programme of this kind could not be implemented. Few offices in Afghanistan have employees who would be able to produce strategy papers in English that communicate their concerns to the 'international community' comprehensibly and in

a way that could secure funding. Here, Birte Brugmann is in demand as a resource person. *'You must be able to listen, and you need to have the patience to continuously question ideas until a joint strategy emerges that corresponds both formally and in terms of how it is expressed with the way of thinking and logic of western development cooperation'*, explains Brugmann. *'Unfortunately, in international cooperation things often work the other way round: The donor community formulates the ideas*

and prescribes standards, and then seeks to gain acceptance for them among local partners.'

Birte Brugmann's Afghan colleagues appreciate the fact that she does not come with ready-made solutions that might perhaps not work at all in the local context.

'At IDLG we are all in the same boat – we face difficult situations, and need to seek joint solutions. The strategies and solutions

we then develop are often more honest than well-intentioned advice from outside'. Brugmann is therefore often perceived as being part of the institution, and the fact that she comes from another country is often forgotten in her day-to-day dealings with her colleagues. Brugmann grins: *'When a colleague asked me one day after the parliamentary elections: 'So, did you vote?' – then I knew I'd properly arrived'*.





ABDUL BAQI POPAL

was Director of Municipal Affairs at the Independent Directorate of Local Governance (IDLG), established in 2007, from 2011 to 2015. In 2016 he was appointed Deputy Minister. Under his authority, the IDLG is overseeing the development of 33 provincial capitals and 120 district municipalities. Germany is supporting the former General Directorate for Municipal Affairs (GDMA), which was upgraded to a deputy ministry at the beginning of 2016, by providing (so far) three Integrated and two Returning Experts within the framework of development cooperation.

Cities in Afghanistan are growing at a tremendous pace. This is due not only to natural population growth, but also to the influx of returnees from neighbouring countries in conjunction with pronounced rural exodus. One third of people now live in urban areas, approximately two thirds of them in slums. *'This poses enormous challenges for municipal governments, which they can only tackle successfully if they give people a say in solving the problems'*, explains Popal. *'When attempting to improve municipal services and infrastructure, citizen participation therefore has an important role to play'*.

Cultural constraints make it difficult especially for women to participate in public life and local governance in Afghanistan. Furthermore, far too few women work in the municipal governments. Consequently, women's concerns usually receive little attention. *'When women complain about their problems and local men report them to us, they often leave out important details'*, says Popal. *'We therefore need to create opportunities for women to approach us directly. This means we need to provide them with competent people they can approach, who will also encourage them to raise their voices'*. When selecting an integrated expert, Abdul Baqi Popal considered it important to choose an individual with excellent communicative skills who would be able to work closely with women and prepare them for the huge tasks awaiting them in municipal government. *'In the traditional context in Afghanistan only a foreign woman could do this, and in Ms Brugmann we made a lucky choice. A foreign woman has greater latitude than her female Afghan colleagues, provided that - like Ms Brugmann - she possesses the necessary knowledge of the country and knows how to use the opportunities available to her wisely'*, explains Popal.

He also lavishes praise on the Integrated and Returning Experts programme for its unique format: *'Ms Brugmann is integrated into IDLG through her contract of employment with us, and she brings her expertise to bear in the name of our institution. This makes me feel even more self-assured when dealing with other agencies'*. When the job was being created, Abdul Popal was also involved in drafting the advertisement as well as in the selection process. In his view, this makes the programme fundamentally different from the expert assignments provided by other donors.



The Afghan Ministry of Finance is where aid is coordinated. Representing the aid management department, Mohebullah Jabarkhail (left) regularly negotiates with representatives of international donor organisations.

MOHEBULLAH ARSALAN JABARKHAIL

Advisor for Development Aid Management at the Ministry of Finance

The development context

The reconstruction of Afghanistan remains largely dependent on international aid. This applies particularly to the security sector and the aid budget, but also to current administrative expenditure, almost half of which is funded by the donor community. The largest donor countries involved are the United States, Germany and Japan. Without external aid Afghanistan would neither be able to invest sufficiently in infrastructure, education or social security, nor would it be able to pay its soldiers their wages or civil servants their salaries. Coordinating the donors, monitoring the financial flows and using the donor funds appropriately – by 2010 alone these reached around USD 57 billion – poses major challenges for the country. Channelling the funds provided by donors into effective and sustainable projects requires extensive management and proactive planning based on an overview of Afghanistan's entire national development process. The Ministry of Finance has an important role to play in this. Since all external aid payments made by bilateral and multilateral donors flow into this ministry, it functions as a control centre for reconstruction.

Since the end of 2011 this reconstruction process has been monitored especially closely by the international community. Afghanistan is a pilot country for the so-called New Deal for Engagement in Fragile States. This instrument was created at the Fourth High Level Forum on Aid Effectiveness in the South Korean city of Busan. On that occasion, representatives of some 160 states, including numerous heads of state and ministers, agreed on an international framework for development cooperation in fragile states involving all the relevant political players: traditional donors and recipient countries, the private sector and civil society, as well as for the first time the emerging economies, notably the so-called 'new donors' Brazil, China and India. Apart from Timor-Leste, Afghanistan is the only Asian country that has agreed to pilot implementation of the agreement.

Workplace environment, duties and profile of the expert

Mohebullah Jabarkhail works in the Ministry of Finance's Aid Management Unit. This unit is responsible for managing the aid delivered, in consultation with the international donor community. This task is handled by a staff of around 30, subdivided into three working groups: aid coordination, effectiveness and policy planning, and reporting on the use of donor funds.

Mohebullah Jabarkhail successfully completed his bachelor's degree in economic sciences at Kabul University and as a Fulbright scholar at Bard College in New York. A grant from the German Academic Exchange Service (DAAD) enabled him to complete his master's degree in Public Policy at the Willy Brandt School of Public Policy in Erfurt. Since the end of 2012, he has been employed as a returning expert at the Afghan Ministry of Finance, where he is proud to put his academic knowledge to practical use: *'I understand very well the economic dynamics associated with aid. During my studies at university we analysed numerous donor-recipient situations, starting with the Marshall Plan for Germany, through to the 'financial policy in Afghanistan', which was the topic of my thesis. Now I'm working in this very field, and I feel I'm in the right place.'*

The entire staff in Mohebullah Jabarkhail's unit exudes motivation, professionalism and dynamism. Many of the staff are still young, some of them studied abroad and returned to Afghanistan with high expectations of both themselves, and the emerging institutions and structures. But: *'Being younger and more professional than others does not mean you are also able to put into practice everything you believe to be right and important – seniority means a great deal in our society'*, explains Jabarkhail. *'But at the end of the day we are all Afghans, and that means we will find a path to achieve our objective!'*

Challenges and results

Within the unit, Jabarkhail works for both the 'aid coordination' and 'effectiveness and policy planning' teams. Here he has to cope with the fact that many donors still fund and implement their projects outside of Afghanistan's normal budget (to date still around 70% of the aid delivered). They establish parallel structures that circumvent Afghanistan's government institutions, contrary to all the agreements reached at Busan in South Korea. This entails many disadvantages: Rather than being scaled up, positive lessons learned in villages and provinces remain confined to the local level. *'Neither municipal nor provincial or national agencies are familiar with these projects, hence they are unable to transfer them to other parts of the country and replicate their results'*, points out Mohebullah Jabarkhail. *'Inevitably, knowledge transfer, sustainability, and not least transparency suffer as a result'*.

Jabarkhail is responsible for coordination with the World Bank Group, and manages its entire portfolio at the Ministry of Finance, which is worth an annual figure of around USD 1 billion. *'Cooperation is running smoothly. I have managed to ensure that today, these funds are implemented almost entirely in harmony with our national development goals'*, the dedicated expert says happily. Mohebullah Jabarkhail is rightly proud of the fact as this cannot be taken for granted. Even though the development policy goals of the traditional donor countries have always had to be in harmony with the development goals of the recipient country since the OECD Paris Declaration of 2005, this is by no means the case everywhere. In fragile countries in particular, several donors tend not to harmonise their goals with those of the partner government.

Jabarkhail also contributes his ideas during the process of designing, formulating and establishing specific policies. He was involved in drawing up the Aid Management Policy (AMP), for instance, which is binding, both for the Afghan Government and for all donors. It lays down highly specific guidelines for governmental agencies and the donor community with respect to 'donating and receiving'. Ultimately, this policy transfers the Busan agreement to Afghanistan's national context.



Mohebullah Arsalan Jabarkhail also has the capacity development of his staff on his agenda. He would like to transmit more technical expertise as well as more managerial expertise: *'I believe it's important that we Afghans take decisions about the development of our country ourselves. To ensure that we are also able to take these decisions soundly, I'm making an effort to support those of my*

colleagues who are less well-trained and less experienced'. For example, Jabarkhail is mentoring two colleagues and providing them with further training on the job. He concludes: *'It is very heartening to be able to contribute my expertise to the reconstruction process and to be highly appreciated here. With support from the German Returning Experts programme, we can make highly specific contributions toward improving the situation in Afghanistan, and ensuring that people in other countries no longer associate our country's name with war, chaos and corruption. Gradually, they will come to link it with well-managed development planning'*.

AHMAD SULAIMAN ASLAM

is the Head of the Aid Coordination Unit at the Ministry of Finance. During the Afghan civil war Ahmad Aslam fled to Pakistan, where he gained a bachelor's degree in business administration. After that he spent several years living in Geneva, where he gained a master's degree in development policy at the Institute of Graduate Studies. He finally returned to Afghanistan in 2006 as a project manager for USAID. Two years later he commenced work in the Aid Coordination Unit of the Afghan Ministry of Finance, which he has led since 2012. This key unit, which

was established in 2002 after the fall of the Taliban by the former Minister of Finance and current President Ashraf Ghani, coordinates all the Official Development Assistance (ODA) that Afghanistan receives. *'When you consider that 90% of our budget is based on aid, you can imagine just how important this unit is',* explains Aslam, adding: *'We are not just an administrative unit. We also have explicit links with each of the projects. Only today, our Returning Expert Mohebullah Jabarkhail visited a project that was not running smoothly.'*

Given its central importance, the Aid Coordination Unit is not part of the normal administrative structures of the Ministry of Finance, but reports directly to the Minister. Aslam describes the current thinking: *'A discussion is currently under way as to whether the unit should be transferred to the Ministry of Foreign Affairs, thus further raising its status, or whether it should even be made directly accountable to the President.'*

After he began working in the unit, Ahmad Aslam spent five years as the focal point for cooperation with Germany, and was responsible for organising the bilateral government negotiations. This means he is extremely familiar with the work of GIZ and KfW Development Bank in Afghanistan and with the projects implemented on behalf of the German government.

In 2008, some 200 international experts were working in the Ministry of Finance, 40 of them in his department alone. Today he employs just two international experts. As far as he is concerned, it is obvious why these numbers decreased so significantly: *'We have succeeded in developing the capacities of our Afghan staff such that they are able to perform their tasks today with much less external support. The assistance and advice that my staff need today they receive from Returning Experts such as Mohebullah Jabarkhail, who support their capacity development on the job. Unlike other donors, GIZ gives us the opportunity to integrate returning Afghans in particular. This helps development cooperation with our country to deliver sustainable results.'*





Together with his colleague Sayed Seyar Sawayz, Urs Schrade (left) evaluates the implementation status of the Afghanistan National Development Strategy.

URS SCHRADE

Advisor to the Department for Strategy, Monitoring and Evaluation at the Ministry of Economy

The development context

The key reference document for Afghanistan's reconstruction process is the Afghanistan National Development Strategy (ANDS), 2008-2013. This forms the basis for 22 National Priority Programmes (NPPs), which specify concrete measures for operationalising national development on various levels in areas relevant to development. The ANDS and NPPs were developed by an inter-ministerial commission, which alongside representatives of Afghanistan's ministries for finance, economy, commerce and industries, justice, education and foreign affairs, also included the National Security Advisor. The NPPs are being implemented self-reliantly by Afghanistan's sector ministries and their subordinate institutions. Pursuant to a presidential decree, the Ministry of Economy is entrusted with monitoring and evaluating their implementation status. Given their limited resources and the modest expertise of some of their personnel, however, Afghan institutions face enormous challenges, both in implementing the reconstruction process, and in coordinating and monitoring it.

Workplace environment, duties and profile of the expert

Since 2013, Urs Schrade has worked at the Department for Strategy, Monitoring and Evaluation at the Ministry of Economy, where he also advises the Deputy Minister Mohammad Ismail Rahimi on designing an evaluation system for the Afghanistan National Development Strategy. Additionally, he supports the ministry in networking with international donors. Urs Schrade studied political science, public international law and history at the South Asia Institute of the University of Heidelberg. After that he was awarded a Ph.D. by the Free University of Berlin for a dissertation on peacekeeping measures of the United Nations. He then gained some initial practical experience working at think tanks in Berlin and New York. In this context, he also worked as a consultant on issues of peacekeeping in fragile states, particularly Afghanistan.

The Afghan Ministry of Economy differs very significantly from similarly named ministries in other countries. It is a rather small and weak institution. Since issues traditionally managed by a ministry of economics such as WTO accession or customs agreements have been allocated to the Ministry of Commerce and Industries, Afghanistan's Ministry of Economy focuses on coordinating the national development process. In a feat of strength, in 2014 the ministry succeeded in gathering the relevant data on development indicators such as education, health and employment from the responsible institutions at the national and local levels. On the basis of this database, Urs Schrade and his colleagues evaluated the implementation status of the ANDS. The results were impressive. Between 2008 and 2013, around two thirds of the targets defined in the ANDS were achieved. Afghanistan was particularly successful in the fields of health, security and good governance. It has, however, some way to go in the sectors of economic development and social security.

The path to these results was rocky, because in Afghan ministries it is still unusual to collect data on development performance. Nor is there a standardised system for data collection. For Urs Schrade and his team this creates the challenge of first of all getting hold of the data, and then converting it into data sets that can still be meaningfully analysed. This is time-consuming and demands total dedication. *'My superior also works 15 hours every day'*, explains Urs Schrade and reports on the positive atmosphere in the department. The young members of staff in particular believe that their work is making an important contribution toward national reconstruction.

Urs Schrade was quickly able to adapt to his new working environment in Afghanistan and to the national culture. He speaks fluent Dari, modestly describing his level of linguistic proficiency as *'fit for everyday use'*. He is systematically developing his vocabulary, because as he well knows, *'speaking the language opens all kinds of doors. If you have only a*

command of the greeting phrases, people interpret that as a sign of respect. Social and intercultural skills thus play an important part in making the work of an Integrated Expert a success. This was the only way I could really become part of our ministry, and now I'm able to move between the two worlds as an honest broker'. The latter is especially important when guiding colleagues and introducing newer methods. Urs Schrade has brought in new standards, particularly with respect to the evaluation and interpretation of development data, and the structuring of technical reports.

Challenges and results

Despite weak methodological capacities among the personnel of the Ministry of Economy, and the continued slow pace of interministerial cooperation, with Urs Schrade's support a reliable standard has emerged for the first time by which future development work can be measured. *'This standard will be important when planning the next development steps', he explains. 'For example, we are now able to say that the approaches to promote the health system were correct and have already generated presentable results. Now we need to establish why the health sector is more important than the social security sector, for instance. Perhaps one sector will be able to learn from another'.*

The ministry itself has also raised its profile significantly as a result of its coordination and monitoring roles. The evaluation report on the ANDS published by the Ministry in 2014 helped the Ministry of

Economy to be seen both by partner ministries and by international donors as an important focal point for development information and as an institution for strategic development planning. As far as taking national development further is concerned, however, this is just the first step. *'The ministry now needs to further intensify and improve cooperation with the sector ministries in order to be perceived as a legitimate development planning ministry that they should supply with development data unprompted and on a regular basis', explains Urs Schrade.*



The fact that Schrade and his team have completed the evaluation report on the ANDS does not mean that they can relax. An update and revision of the ANDS and of the new Poverty Reduction Strategy Paper are due, in order to be able to better plan and monitor development projects and activities in key sectors such as health,

education and the economy. There is still a great deal to be done here, and the evaluation report on the ANDS is accordingly self-critical: *'Generally speaking, planning was not pursued seriously, because in some cases this was seen as the task of a centralised economic system'.*

Urs Schrade sees the public debate on the revision of the ANDS as a major challenge, because Afghanistan's opposition groups that reject cooperation with the West see this strategy as a tool of control and oppression imposed by the donor states. *'Here quite a bit of persuasion is still needed along with a sensitive approach, in order to communicate the ANDS as a nationally managed and appropriate policy process for development'.*



DR. MOHAMMAD ISMAIL RAHIMI

is the Deputy Minister of Economy and former Director of the Strategy, Monitoring and Evaluation Department at the Afghan Ministry of Economy. He also represents Afghanistan on the Standing Committee for Economic and Commercial Cooperation of the Organisation for Islamic Cooperation. After successfully completing a degree in medicine at the University of Balkh in 2003, Mohammad Rahimi first of all worked for UN-Habitat in Kabul in the programme 'Literacy and Empowering Communities'. In 2008 he received his master's degree in business and economics from the Mariam Rashid Khan University in Kabul, and rounded off his training the following year with a master's in policy economics at Williams College in the United States.

Mohammad Rahimi sees the role of his ministry in Afghanistan's reconstruction process as key: *'First of all we are responsible for the cross-sectoral strategic planning and coordination processes at the national level. Secondly we examine the annual project and budget plans of individual ministries. We also draw up the integrated national development plan and implement it'*. Since 2010 Mohammad Rahimi has been receiving support with these tasks from Integrated Experts. *'We are doing our job really well now, thanks not least to the work of the four experts placed with us so far. Nonetheless we will continue to require external expertise in many areas'*.

Mohammad Rahimi is not especially happy with the international organisations represented in Afghanistan: *'Despite the Ministry of Economy's strong mandate and the political backing it enjoys, most donors have so far paid barely any attention to our ministry'*. He is therefore especially grateful for the German support. However, since the Department for Strategy, Monitoring and Evaluation operates in areas that are very important politically and strategically, Rahimi is extremely selective when choosing external experts. *'We take a very close look at the candidates'*, he emphasises, *'as well as their professional suitability and loyalty, next to this it is crucial for me that the experts possess a profound contextual knowledge of the political and cultural circumstances and challenges in the institutional landscape of Afghanistan'*. He sees cooperation with the experts funded by the German Federal Foreign Office as exemplary: *'We remember each one of them very well, both as colleagues and for the expertise they brought with them. I particularly like the nature of the recruitment process. As the employer we are closely involved in selecting the suitable candidate for the job in question, and we even have the final say'*. This makes for a good relationship between the Afghan employer and the integrated expert. *'We get together, exchange views and share our ideas with each other'*, explains Rahimi. *'Together we run through what steps might have what consequences. I also measure the benefits of these expert assignments by the results that we achieve together. We are grateful for the fact that GIZ enables us to work together in this special way, thus helping us to achieve the targets we have set for the reconstruction of our country'*.



Working with the Independent Joint Anti-Corruption Monitoring and Evaluation Committee in a warm and trustful atmosphere: Together with his colleagues in the research department, Ms Basia, Nasrullah Amid, Rustam Paiman and Ms Durani, Johannes Fritzen (centre) prepares analyses on cases of corruption.

JOHANNES FRITZEN

Legal Advisor to the Independent Joint Anti-Corruption Monitoring and Evaluation Committee (MEC)

The development context

Corruption is one of the most serious constraints to development, because it damages the economy, undermines basic democratic and market economic principles, and generates social injustice. On the corruption index drawn up by Transparency International every six months, Afghanistan has been at the lower end of the scale for years, along with North Korea, Somalia and Sudan. In other words, it is one of the most corrupt countries in the world. However, efforts by the Afghan Government and the international donor community to fight corruption are only just beginning. The establishment of a first anti-corruption agency in 2008 failed, because this agency itself soon fell victim to cases of corruption, and had to be dissolved in the wake of public protests.

Workplace environment, duties and profile of the expert

The Independent Joint Anti-Corruption Monitoring and Evaluation Committee (MEC) was established in 2011 by presidential decree. It comprises three Afghan and three international anti-corruption experts. The chairmanship of MEC alternates between Afghan and international appointees at six-monthly intervals. Its mandate involves developing recommendations for monitoring and evaluating the status of anti-corruption efforts by the government and the international community in Afghanistan, and regularly reporting to the President, Parliament and the people of Afghanistan, as well as the international community, about the state of the fight against corruption in the country.

In its day-to-day work the Committee is supported by a Permanent Technical Secretariat. Led by the Executive Director, it is divided into two departments: (1) research, reporting and communications, and (2) monitoring and evaluation and vulnerabilities to corruption assessments. The team works in three languages – Dari, Pashto and English – and comprises around twenty Afghan and five international members of staff.

Johannes Fritzen works as an advisor in the research department, where he writes analyses, reports and press releases, and supports publications. Trained as a lawyer, he also supports the legislative process.

Challenges and results

The existing challenges associated with corruption in Afghanistan are immense, and it will take years of exertion to perceptibly reduce the degree of corruption that currently prevails. Enabling factors for corruption in Afghanistan include nepotism and impunity, as well as non-transparent administrative procedures in many public institutions. The fight against corruption is made more difficult by the information deficit, the lack of empirical studies and not least the fact that the mandate of the Independent Joint Anti-Corruption Monitoring and Evaluation Committee remains limited.

Unlike traditional anti-corruption agencies, MEC is not mandated to investigate and prosecute, and conducts investigations only in exceptional cases. It passes these cases on to the Attorney General's Office for further action. There too, the expertise, experience and training needed for successful prosecution are lacking. Until recently, for instance, it was not necessary in Afghanistan to have studied law in order to work as a public prosecutor.

Reporting, public information, awareness raising among officials and private-sector actors, and the delivery of recommendations are the main tasks of MEC, as Johannes Fritzen explains: *'In our reports, all we publish along with amounts are the names of already convicted delinquents. We are not mandated to expose individuals. Rather we attempt to systematically tackle vulnerabilities to corruption, identify gaps and publicise the need for action by issuing recommendations. Our evaluation department subsequently assesses what progress has been made on the basis of our reports'*. As regards the legal framework, according to Johannes Fritzen this is *'already very good and is already ahead of Germany in some*

respects, such as ratification of the UN Convention against Corruption (UNCAC), which Afghanistan completed in 2008'. The fact that he is allowed to be involved in the drafting of legislation, which is then brought before Parliament for approval, he describes as an 'enormous vote of confidence'. It remains difficult to actually operationalise this legislation, however, not only due to a lack of human capacities, but also for political reasons.

In 2014 Johannes Fritzen worked on the follow-up report on the notorious Kabul Bank scandal, in which almost USD 1 billion, or just under 6% of Afghanistan's gross domestic product, was misappropriated. Publications on the problem of illegal land grabbing by powerful elites, and the impunity of influential individuals, as well as a report on the effectiveness of foreign aid that in some cases takes a highly critical view of donor behaviour, round off an impressive portfolio. MEC reports are made available to the public via the press and new media. As well as details on cases of corruption, the reports also contain many policy recommendations. According to Johannes Fritzen, however, the actual results of this work are not always measurable: *'The fact that we perform results-based work without results is in the nature of things. In the long term we need a more extensive mandate that first of all allows us to effectively investigate individual cases of corruption, and secondly guarantees the cooperation of the prosecution authorities'*.

Johannes Fritzen's portfolio is rounded off by capacity building within his team, which ranges from process optimisation, to time management methods, to the holding of objectives-oriented dialogue with members of the government.

Today, Fritzen observes – not without an element of pride: *'Through the*

programme supported by the Federal Foreign Office, which now involves four integrated and one returning expert that have been employed in various roles at MEC, we have been able to significantly improve the professional expertise of MEC. This has led to a situation in which the new government relies on MEC's professional expertise, and not just indirectly. Alongside

security issues, fighting corruption has now also been declared a supreme priority of the new Afghan Government'.

Johannes Fritzen hopes that thanks to this engagement and the results achieved by MEC, administrative authorities will be better able to deal with cases of corruption in the future. *'The Committee has already contributed to encourage public debate about the effects of corruption. This debate is increasing the pressure on decision-makers to fundamentally address this problem'*.





DR. RASHED BEHROOZ

is Executive Director of the Permanent Secretariat of the Independent Joint Anti-Corruption Monitoring and Evaluation Committee (MEC). The Secretariat is comprised of national and international experts who support the Afghan Government in the fight against corruption. *'Since it is now recognised that corruption in Afghanistan is a problem not just on the recipient side, but in some cases also on the donor side, the expertise of our international staff and their knowledge of international organisations and how they work is extremely important for MEC'*, reports Dr Behrooz.

Corruption remains one of the greatest obstacles to sustainable economic development in Afghanistan. According to the most recent surveys, vulnerability to corruption has even increased over the last two years. *'After the precarious security situation, corruption is perceived by Afghan society as the second largest problem in the country'*, explains Behrooz, referring to the most recent surveys of the Afghan population. *'This alerts us to the fact that we still have a very long and difficult path ahead of us, which it is imperative that we follow'*. Rashed Behrooz has more than 15 years' experience of working in international development cooperation. This means he is familiar with the ways the relevant actors think and act in this context – both on the donor side and within Afghan government organisations. Prior to his appointment in Kabul, he worked for almost 10 years in the field of good governance on a local level. Among other things, he was involved in large-scale projects run by the Japan International Cooperation Agency (JICA) and the United States Agency for International Development (USAID).

Building on his years of experience, Rashed Behrooz is trying to enable MEC to develop into what he calls a bridge-building institution. He sees MEC as an institution that can mediate between international donor and national recipient institutions. *'The long-term aim is to create a climate of trust'*, he says.

The roughly 30 staff members of the Permanent Secretariat include several Integrated Experts. Rashed Behrooz is certain that both sides are benefiting from this cooperation. For the Integrated Experts, their complex and exposed working environment represents a special challenge. *'Here they gain experience that will without a doubt be of benefit to them in their future careers'*, explains Behrooz. Similarly, MEC will also benefit from the expertise of the Integrated Experts not just temporarily, but also in the long term. By working with new and innovative formats, for instance in the fields of transparency and accountability, they are supporting a sustainable anti-corruption process in Afghanistan.



Edriss Momen (right) advises Prof. Karima Amiry, Director of Higher Education Abroad, on developing new aptitude tests for scholarship applicants.

EDRISS MOMEN

Advisor to the Scholarship Management Department at the Ministry of Higher Education

The development context

Many Afghan professionals are inadequately qualified for the tasks they perform. This is due above all to the fact that the education and training system was neglected during the civil war and the rule of the Taliban. To this day, rebuilding the system continues to pose major challenges for Afghanistan. Moreover, during the three decades of warfare many highly qualified people left the country, and used their expertise to build a new life in Afghanistan's neighbouring countries, in Europe or in the United States. Since the end of the Taliban regime, however, the education and training system has gradually recovered. And thanks to international support, encouraging results have been achieved in the education sector. In Afghanistan's universities campus life is bustling once again. Since 2001, the number of students (both male and female) has risen from just 4,000 to over 80,000. Nonetheless, it will be years before a sufficient number of specialists with a wide array of specialisations will be available to the private and public sectors in Afghanistan. Alongside the educational institutions, the Ministry of Higher Education plays a key role in capacity development through its country-wide management role. This ministry manages scholarship programmes to support the training of young Afghans abroad and drive the development of a pool of well-trained labour.

Workplace environment, duties and profile of the expert

Edriss Momen is employed as an integrated expert in the Scholarship Management Department at the Ministry of Higher Education. At the age of 14 he came to Germany as a refugee, trained in the hotel industry and did his A-levels at night school. He then decided to study business administration at the University of Applied Sciences in Mainz. The fact that he aimed for his present job in internationalised higher education was not only thanks to a study trip to Ireland, but also the time he spent working as a tutor in the international office of his former home institution in Mainz: *'These experiences motivated me to seek a career in higher education. Also, I always wanted to act as a mediator between Afghanistan and Germany.'* Today, through his job at the ministry Edriss Momen works closely with GIZ development

projects, the German Academic Exchange Service (DAAD) and numerous Max Planck Institutes. His partner universities for scholarship programmes include German universities such as the Ruhr University in Bochum (economics), the German mining university Bergakademie Freiberg (geology) and the Free University of Berlin (computer science). The Scholarship Management Department, which is responsible among other things for international relations and donor coordination, employs a staff of 15, including three Integrated Experts funded by the Federal Foreign Office. The department is subdivided into two directorates - one of which is responsible for master's and Ph.D. scholarships, while the other manages short-term programmes and bachelor's degree scholarships.

Edriss Momen's duties cover three areas. He sees the operational aspects of scholarship management as the core of his work. His tasks here include organising the language test and the subject-specific aptitude tests, as well as the selection of scholarship recipients. He coordinates this work with numerous international partners, chiefly the cultural attachés of the donor country embassies, and representatives of the DAAD. He also works to support the long-term establishment of educational structures within the country. For instance, he helped initiate the Afghan National Agricultural Science and Technology University (ANASTU) in Kandahar in southern Afghanistan. Last but not least, a major part of his work also comprises capacity building among his colleagues to help develop transparent working procedures and improved administrative structures.

Challenges and results

Edriss Momen reports numerous positive results of his work. His department is already offering 2,000 Afghan-funded scholarships at the bachelor's level. These cover virtually all the provinces, because the ministry would like to give people in all parts of the country access to knowledge. Thirty per cent of the scholarships go to young women, and six per cent to orphans who lost their parents during the preceding years of war. *'My linguistic and cultural affinity with Afghanistan helps*

me a great deal in this work. People also appreciate my biculturality, though, and this is highly advantageous when negotiating with donors. While I'm seen in the ministry as an Afghan, Western partners see me as a European', explains Momen.

Despite the success stories the Afghan education system still faces major challenges, for instance regarding transparency. This also makes itself felt in Edriss Momen's work. He explains that time and time again, when they do not get what they want due to poor performance at university, students attempt to mobilise their cronies – something that occurs not infrequently when people try to obtain international scholarships. Edriss Momen has to ward off these unreasonable requests. This is not without danger in Afghan society, which is pervaded by ethnic groups and clans. *'Here it is necessary to show sensitivity and take note of the subtle alarm bells that ring when Afghans behave in certain ways',* reports Momen.

The international scholarships are usually a huge success: *'Unlike before, more and more people are returning to Afghanistan when their scholarships come to an end, with a desire to put their knowledge to good use in their home country'.* The traditional Afghan university qualifications have since been aligned with the Anglo-American university system, which makes it easier for students at Afghan universities to gain further qualifications that build on the degree they obtained abroad.

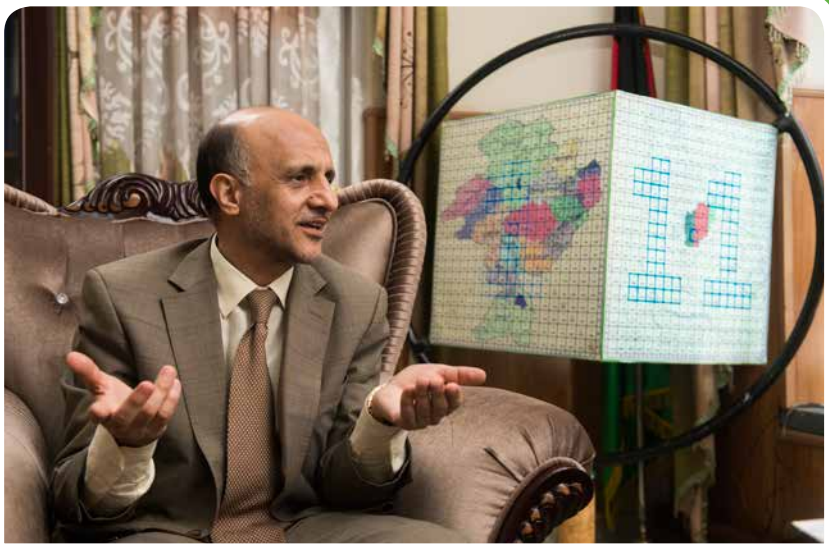
Right now Edriss Momen would like to provide more training for lecturers – both in teaching skills and methodologies, and at the level of their subjects. Here a number of successful cooperation arrangements are already in place. Between 2002 and 2011, for instance, some 3,000 academics received further training. In close cooperation with DAAD, training was provided chiefly in the subjects of German, computer science, good governance, natural science, earth science and economics. Today, the graduates of these support measures are important disseminators in their home universities.



Edriss Momen would also like to bring more foreign lecturers to Afghanistan in order to raise the quality of teaching in the country and make more effective use of educational funds. *'If we were to bring a famous European or American lecturer to Kabul, Kandahar or Herat University for one year, instead of sending 20 Afghan students abroad, five of whom might possibly not return, then we could reform the educational system more sustainably and cost-effectively. This would generate a much stronger multiplier effect in Afghanistan',* calculates Momen, like the businessman he is. Yet he also knows that: *'We should not entertain any false hopes here, because the current security situation simply will not allow that in many parts of the country'.*

He believes that Afghanistan is on the right path where education is concerned, but he also understands why some Afghans in the education sector are rather cautious:

'The government offers local personnel too little financial security, which is why some see no prospects for themselves in public service. Given a starting salary of AFN 10,000, which is around EUR 160, including paid overtime, many lack the financial incentive to make the commitment'. Although his colleagues at the Ministry of Higher Education are well aware of the fact that as an integrated expert he is receiving German support and earning very much more than them, Edriss Momen feels accepted and appreciated, and describes the working climate as extremely good. *'The motivation and expertise of Integrated Experts are held in very highly regard. When we turn up somewhere, people make jokes like: 'The Almanis are coming, they'll sort everything out'. Many of our colleagues appreciate the way we work and the professional experience we have gained abroad. In Europe or the United States, employers demand commitment, punctuality and a strong work ethic. When our Afghan colleagues work with us returnees, they see that we also deal with emails at 11 o'clock at night at the weekend, if we have to, and they see from the results of our work that this dedication pays dividends. This leads others here to follow our example',* reports Momen.



PROF. DR. OSMAN BABURY

is Deputy Minister of Higher Education. Due to a decade of occupation and the war that followed, the level of higher education in Afghanistan is not internationally competitive. *'We inherited from our predecessors a very rigid, centralised system that was barely service-oriented at all',* explains Osman Babury. *'This also means that our constitution does not yet adequately reflect the transformation from a strictly controlled planned economy to a liberal democratic order. But we are moving forward step-by-step',* reports professor Babury. *'For instance,*

today deans are no longer appointed by the ministry. Instead, they are elected within the departments. That is major progress'. Professor Babury appreciates and welcomes the personnel instrument 'Integrated and Returning Experts': 'They bring with them international expertise and experience, and are so close to their Afghan employer that they are quickly able to recognise and respond to their employer's wishes and needs'.

DR. ELHAM SHAHEEN

agrees: *'The programme is a great enrichment for us, because the staffing levels the government provides for institutional development in this country are extremely thin'. For Elham Shaheen, who is Director of Donor Coordination, the training programmes and advanced courses held at foreign universities for students and government officials, which are organised by the Ministry of Higher Education with support from international donors, are one way to overcome the shortage of trained personnel on a long-term basis. 'It will be quite some time before we are able to generate this expertise in Afghanistan ourselves. Until then we will be dependent on external support', emphasises Elham Shaheen. 'Last week I visited Hiroshima in Japan. As I was walking round the museum, I realised what people there had actually experienced, and how they still found the strength to make an entirely fresh start. This left a profound impression on me, and strengthened my conviction that we can do the same thing in Afghanistan'.*

He is convinced that the returnees among the experts already find a new Afghanistan when they come home. *'That motivates them, and so they really do their best to initiate and implement further needed changes in Afghanistan'.*





Whenever he approaches Prof. Said Tingar, Jens Fischer-Chandail finds that his ideas are welcomed with open arms. Together they are fostering entrepreneurial thinking among the students – including outside the classroom.

DR. JENS FISCHER-CHANDAIL

Advisor to the Faculty of Economics at Kabul University

The development context

According to the International Labour Organization (ILO), eight out of ten Afghans are untrained day labourers who are barely able to live from what they earn. In 2014 the National Union of Afghanistan Workers put the figure for the unemployed at 56%. For the young generation, access to education is often the only way to escape poverty and unemployment. Yet even well-trained Afghans find it difficult to find appropriate jobs, because the precarious security situation means there is frequently a lack of investment. Furthermore the private sector is weak and does not offer sufficient employment opportunities. The withdrawal of ISAF and the reduction in aid for Afghanistan – entailing the loss of many jobs once funded by the donor community – is exacerbating this problem even further. Economists are therefore urging additional investment in the country's economic infrastructure, and calling for a harmonisation of legislation to facilitate foreign investment. Moreover, they are recommending that teaching and research not only be aligned with international standards, but also geared to the needs of the local labour market.

Workplace environment, duties and profile of the expert

Since 2013, Jens Fischer-Chandail has been advising the Dean of the Faculty of Economics at Kabul University, Professor Said Mohammad Tingar. His advisory activity is very diverse, and ranges from teaching to developing the profile of the faculty and improving university infrastructure. Here, Jens Fischer-Chandail draws on a wealth of professional experience. At the University of Flensburg he held a chair in marketing, advertising and new media at the Department of Economic Sciences, and taught culture management at the University of Hamburg. He also looks back on a successful career as a businessman in the IT and communications sector. As he puts it clearly: *'What I bring with me is this very important link between theory and practice'*.

But how does this advisory activity work? *'It's not as if you're coming from the Boston Consulting Group with a tough agenda. Things work*

quite differently here. They don't always take a direct route, and sometimes they don't happen quickly. What is crucial is that your Afghan colleagues accept you and that you have a good relationship with your superior'. In his case he is primarily responsible for advising the dean and the members of the dean's office, as he explains: *'but my door is open to anyone seeking advice. I advise the younger lecturers as well as students who come to me with their questions, even though that's not an explicit part of my job description'*.

Challenges and results

On the campus of Kabul University with its countless pines – a kind of garden city – Jens Fischer-Chandail faces many challenges: *'Compared to German faculties, almost everything is lacking here. The infrastructure is dilapidated, and the buildings – most of which date back to the time of the Soviet occupation – have in many cases only been renovated on a makeshift basis. But there are wise people who are willing to initiate and change things – and that encourages me'*. As well as the structural deficits, he also sees a need to reform course content and teaching methods: *'Even by comparison with other institutions in the region, the level of teaching is very low. All too often the term 'lecture' is misunderstood. Lecturers simply read out old manuscripts, some of which date back to the time when they themselves were students in the former German Democratic Republic or the Soviet Union. As well as the centrally planned economy, they also teach the old ideological discourses'*.

Jens Fischer-Chandail is working hard to reduce the existing gap between European and Afghan educational standards. For example, he launched the first economics journal in Pashto and English entitled *Quarterly Journal of Economics (Eqtessadi Zerene - da Eqtessadi Pohenze Elmi Mudschala)*, and succeeded in gaining enough sponsors to ensure that the journal is published regularly. Here, teachers have an opportunity to publish papers and present their ideas. In return they receive recognition both in Afghanistan and internationally. Jens

Fischer-Chandail is also endeavouring to establish, revive and manage university partnerships. Through a cooperation arrangement with the Ruhr University of Bochum, for example, training measures have so far been held for thirty professors and lecturers. He has also initiated cooperation with the Frankfurt University of Applied Sciences and the University of Delhi in areas such as student exchange, and joint research in the field of domestic economic development.

One of Jens Fischer-Chandail's main aims is to promote an entrepreneurial mindset, both within the faculty and among students: *'A degree should be based on the skills that are actually needed in Afghanistan, because this is the only way to improve the students' labour-market prospects.'*

A marketing help desk that he set up encourages students who will soon be young graduates to think about starting up a business, and answers any urgent questions they have: *'How do I start up a company? What qualifications are necessary in order to manage a company? How do I go about branding my products or services? How can I obtain funds? Or how do I write a business plan?'* In the medium term, Jens Fischer-Chandail envisions the campus with a technology park and a business incubator. This would create a visible link between university training and the labour market.

Jens Fischer-Chandail is especially committed to promoting women's interests: To support women's economic empowerment, he therefore

advises the Ministry of Women's Affairs on women's start-ups, for instance involving the marketing of dried fruits, or advertising and logistics. There are still no female professors at Kabul's economics faculty, but there are already three young female lecturers among the total teaching staff of 30. So far, only around 10% of students at the faculty are female. To support them, Jens Fischer-Chandail has already set the wheels in motion for the establishment of a women's internet café on the campus: *'We'd like to call this café the 'Tea House', and set up a women's help desk inside it',* he explains.

This committed German expert believes his work is appreciated not only because of his innovative ideas, which attract a great deal of public attention to the university, but also because he is not perceived as an advisor who has been bought in or imposed from outside. *'My local employment contract means that I am officially a full employee of Kabul University. That means I'm seen as a representative of our faculty, both within the university and outside of it. As a result, my colleagues look upon me with goodwill and appreciation.'*

He takes a proactive approach to raising donor funds for the university. *'It works pretty well, because together with my colleagues I develop specific ideas and present them to the target audience effectively on behalf of our university.'* As anyone can see, Jens Fischer-Chandail is already very impressed by his colleagues: *'Every day I see anew how they are fighting for a better future for Afghanistan, on both a small and a grand scale. I admire that. I find it fascinating, and it motivates me.'*





PROF. DR. SAID MOHAMMAD TINGAR

is Dean of the Faculty of Economics at Kabul University. Like many of the Afghans who are driving their country's reconstruction process today, Said Mohammad Tingar experienced the effects of war first hand: *'Barely had I completed my studies at Kabul University, when I lost my house during a rocket attack in the 1980s. Together with my family I then fled to Germany via Uzbekistan.'* There he did his Ph.D. in finance at the Humboldt University of Berlin in 1990. He witnessed the process of German reunification and the fall of the Berlin Wall up close. Today, in his capacity as professor of economics, he leads the economics faculty at Kabul University. Some 28,000 students are currently being trained at the university.

'The Faculty of Economics has existed for almost 60 years, and is one of the oldest in the country. Around 2,500 students are currently enrolled here. The building in which we are currently situated was built at the time with German support – that's a nice symbol of the tradition of our partnership with Germany,' explains Said Mohammad Tingar. Despite the faculty's decades-old tradition, today it is struggling to cope with the dilapidated infrastructure, as well as weak teaching and scholarly

capacities among its lecturers. Although the campus is picturesque and generously laid out, no funds are available to secure appropriate teaching materials and computers. Tingar makes clear: *'For our new master's course in business informatics which we set up in 2014, we would desperately need a specialised laboratory. Unfortunately, the funds are not there at the moment. We'd also like key textbooks that are not available here, and that are also very expensive to procure.'*

The students in his faculty are now able to choose between three specialised master's qualifications in macroeconomics, banking and finance, as well as business informatics. The faculty is also planning to introduce another master's programme in management in the near future.

The dean is pleased about the support his office is receiving from the integrated expert Jens Fischer-Chandail: *'We needed a candidate with a decidedly academic background, but who is also able to see beyond the immediate confines of this subject area. Once our request for an integrated expert had been approved by the German side, we were closely involved in the selection process. Mr Fischer-Chandail is performing very effective international university marketing. Even when he is on leave in Germany, he tries to establish links with German universities and win them over as partners. And here at the university he has also established very close links with colleagues in other faculties.'*



Ibrahim Arify (left) once learnt his trade as a cameraman with Afghan Film. As the institute's director, he is now leading efforts to rescue Afghanistan's film treasures.

IBRAHIM ARIFY

Director of Afghanistan's national film institute Afghan Film

The development context

Following years of bloody conflict, the culture and history that Afghans have in common represents a key element for forming the identity of this post-war society. The Taliban regime left deep scars in many areas, and led to the irretrievable loss of cultural treasures. The radical Islamists prohibited girls from going to school, for example, as well as driving women out of professional life and banning music and high spirits from the public sphere. In the National Museum of Afghanistan they smashed everything that bore any hint of being un-Islamic or dated back to the time before the Islamic conquest. Archaeological sites around Buddhist shrines and historic cities were plundered, and the world-famous Buddhas of Bamiyan were blown up.

Recovering cultural treasures, and using them to reflect on the nation's shared past – this is one of the key aims of Afghan Film. In 1996 the Taliban demanded that the institute's staff (then 240-strong) hand over all the reels of film so that they could destroy them. A large proportion of Afghan film treasures were lost in the process. Risking their lives, however, a number of courageous employees did manage to bury thousands of Afghan films in the institute's extensive grounds, or hide them behind double walls. Many of these films have since been rediscovered and, under the institute's present director Ibrahim Arify, (Afghan Film was reopened in 2001), restored and digitised.

Afghan Film, which media reports like to refer to as 'Afghan Hollywood' or 'Afghanistan's UFA', performs various roles. It serves as a central archival institution, as well as a public film production centre and as a cinema licensing authority. Afghan Film also plays an important role in international PR work, and successfully represents the country at international film festivals with great self-confidence. At this year's Biennale in Venice, Afghan Film and Ibrahim Arify's work were celebrated in the documentary film entitled *A flickering truth*.

Workplace environment, duties and profile of the expert

Since 2012, Ibrahim Arify has been director of the national film institute and its present-day staff of 77. Fifty specialists work in various departments such as film production, archiving, sound, and the granting of rights and licensing. Recovering and restoring the historical archival material poses a particular challenge for Arify. He hopes to be able to digitise these historical documents on Afghanistan, including newsreels from the 1920s, and thus protect them permanently. *'Afghan society, and the entire world, should know: What is Afghanistan today? What was it then? We have rescued a great deal of material on celluloid that must be made accessible to the public'*, reports Arify. He views his work not just as protecting a part of the national cultural heritage, but also as a contribution toward building a tolerance-based national identity that transcends traditional lines of conflict. A grant first led the trained cameraman to the Kiev Cinema Institute, then to the Moscow Film Academy and then on to the private TV station Khozar Ireston in Ossetia. From 1995 onward Ibrahim Arify lived in Germany, where he worked for among others the public TV broadcasters ARD and ZDF. After the fall of the Taliban he returned to Afghanistan on one of the first aircraft – first of all as a reporter for ZDF, then, from 2008, as a development worker assigned to the public broadcaster Radio Television Afghanistan (RTA). Since 2012 he has been employed as an integrated expert with Afghan Film, the institution where he once learned his trade: *'It was my dream to one day be able to return to Afghanistan and do something for my country. I had completed my studies with the help of the Afghan Government, but after that I had always worked in Germany. Now I feel that through my work. I'm able to give something back'*.

Challenges and results

Arify considers saving the institution Afghan Film and its film archive his greatest success. According to the most recent evaluation, this institution ranks alongside the National Archives of Afghanistan as

one of the country's top two cultural institutions. Over 8,000 reels of film have been recovered and painstakingly registered, catalogued, relocated for storage, labelled, restored and finally archived. *'We had one or two surprises along the way. On the roof, for instance, we found a roll of film from 1968 showing a state visit to Germany by King Zahir Shah. Some of the footage was taken on the Petersberg, in what was then the guesthouse of the German Government. In other words, at the very same location where 30 years later the International Afghanistan Conference took place'*, recounts Arify.

Right now, not enough equipment is available to exhaustively digitise the historically unique material. The digitisation process is therefore a gradual one. Nonetheless, the foundations for permanently safeguarding the nation's film culture heritage have been laid. In the course of his work Ibrahim Arify also facilitates communication and exchange among young Afghan directors. When foreign filmmakers visit Kabul they often meet at Afghan Film to critically discuss new Afghan and international films. Arify also involves students from Kabul University in this 'Cinema Club'. He makes equipment available to the university, and supports students with practical elements of training.

To make Afghan film productions also accessible to people in the provinces, Arify has launched mobile cinemas. These mobile cinemas offer a broad spectrum of entertainment, ranging from historical documentaries to feature films. *'The responses we receive are enthusiastic. We are regularly asked to stay overnight and hold another film evening for women and girls the next day. Most often we show informational films. Particularly in those areas of Afghanistan where many people cannot read or write, they are dependent on information sources of other kinds. And that's what we want to give them'*, says Arify emphatically. He provides a vivid description of the situation at the locations where the films are shown: *'Where we go there's no running*

water, no sanitation, no electricity, no television. We show films for school students, teachers and citizens. Those were very encouraging experiences and they are so important for people in rural areas'.

Afghan Film also monitors which foreign films come to Afghanistan and can be shown there. Arify explains: *'Politically, there are no restrictions, but we do have some moral restrictions. We do not tolerate any incitement against specific groups, regardless of whether it is directed toward Christians, Jews or ethnic groups'*. Arify has been successful in his

campaign to ensure that films produced in countries with which Afghanistan does not maintain diplomatic relations can be imported. In the past this had been prohibited. It is quite clear where he stands: *'We don't wish to maintain diplomatic relations with all countries – but we certainly wish to maintain human and cultural relations!'* Conversely, he made sure that all countries worldwide are granted rights to show Afghan productions.

Finally, Ibrahim Arify advises the Minister of Information and Culture and his deputy on film-related matters: Where should Afghanistan be represented internationally? At which festivals should the country present its films? What support can be provided to directors? Today, Afghan Film cooperates with festivals throughout the world, and already has an Oscar nomination to show for itself in the short film category for the film *'Buzkashi Boys'* made in 2011.



Ibrahim Arify is certain that: *'The Integrated and Returning Experts programme suits Afghanistan down to the ground. We work here not only as advisors, but also at the same time as doers. This means we can provide fresh momentum and be passionately committed to our projects. As an integrated expert, you are not just supported by the German side. You also receive a great deal of appreciation and support within the Afghan ministries'*.



DR. OMAR SULTAN

is advisor to the Minister and Deputy Minister of Culture and Information. *'What we need in this country is education, education, education, because education alone is the cornerstone of culture'*. Omar Sultan is convinced that: *'Guns, bombs and armies will not be able to help Afghanistan, no matter what side they come from'*. Until the end of 2012 he was Deputy Minister of Culture and Information, and responsible for the first Integrated Experts who were employed at the ministry. An archaeology graduate and passionate guitarist, today he coordinates cooperation between the Ministry of Culture and Information, and the Ministry of Mines and Petroleum. *'When the German President Gauck came to Afghanistan on a state visit in December 2012, I was introduced to him at a reception'*, recalls Omar Sultan. Gauck asked him what might bring lasting peace to the country. Sultan replied: *'If we want to see a united Afghanistan, the only way to get there is through culture. We have very different tribes and ethnic groups, but what connects us all is our common culture'*.

SAYED MOSSADEQ KHALILI

is Deputy Minister of Culture and Information. The fact that the belief in a common culture has not yet won the hearts and minds of sections of the population is demonstrated by attacks such as the one carried out in May 2014 on Sultan's successor Sayed Mossadeq Khalili. Khalili, who studied history in France and did his Ph.D. on Afghanistan's architectural heritage, also underlines the assessment that lasting peace can only be achieved in conjunction with education and culture: *'I believe that the understanding people have of their own culture and their knowledge of other cultures brings people closer together. Cultural understanding and cultural tolerance also make it easier to overcome economic and political obstacles'*. More than 1,200 individual monuments and 5,000 archaeological sites are at risk in Afghanistan. Sayed Mossadeq Khalili believes that preserving them is a sign of self-confidence. They are a small piece in the mosaic of a collective identity. Conducting research into them and preserving them creates a feeling of being part of the heritage that connects the nation. The choice of Bamiyan as the SAARC Cultural Capital in 2015, where the famous Buddha statues were once destroyed by the Taliban, is just as much a part of this process as protecting modern institutions such as Afghan Film that were once also targets of the destructive fury of the radical Islamists. *'I'd very much like the Integrated and Returning Experts programme to continue and for us to receive support in this way'*, emphasises Sultan. *'It's one of the best programmes being implemented in this country!'*





Self-determination and ownership
in the cooperation process



Self-determination and ownership in the cooperation process

On 31 December 2014, the mandate of the International Security Assistance Force (ISAF) to enforce peace and stability in Afghanistan expired after a term of thirteen years. The engagement of 50 countries with up to 130,000 soldiers was one of the most significant troop deployments by the international community since the Second World War. At the end of last year, the last countries involved in the mission – including the Federal Republic of Germany – handed over responsibility for security in their respective areas to the Afghan armed forces.

The withdrawal of the ISAF troops represents a milestone in the Afghan reconstruction process, and marks the opening of a new chapter of greater ownership on the part of the Afghan Government. Without a doubt, peace will remain a challenge in Afghanistan in the future, and will be a necessary condition for the country's sustainable development. Through the Resolute Support Mission, NATO is therefore providing Afghanistan with approximately 12,000 additional international military personnel to accomplish this task, including up to 850 German soldiers. They will be supporting and advising the Afghan National Defence and Security Forces, which are now around 350,000-strong, and providing them with further training. In the future Germany will continue to operate the Bundeswehr field camp in Mazar-e Sharif, and will assume responsibility for coordinating security in the North region as a so-called 'frame nation'.

'*Germany carries responsibility*' emphasised Federal Chancellor Angela Merkel at a press conference with the Afghan President Mohammad Ashraf Ghani in December 2014 in Berlin. In line with this, after 2014 Germany will be supporting Afghanistan beyond the security

sector by providing development cooperation projects in the fields of education, economic development and employment promotion, good governance, justice, police training, energy and water, culture, human rights, health and humanitarian assistance.

It will probably not be possible to defeat the Taliban and other militant elements by purely military means involving either international or Afghan troops. The Afghan Government therefore intends to convince the population of its value by delivering demand-driven services

and a functioning state that meets its obligations and discharges its responsibilities. When the majority of society appreciate and profit from the state structures, they will also be committed to preserving them.

For the Decade of Transformation that is now beginning, it is therefore crucially important to continue successfully developing public administrative structures, including beyond the urban agglomerations, and to orient these structures toward the needs of the population. This will require primarily civilian development-based cooperation, though military support will still be needed initially. The section in this publica-



Previous double-page spread: Many Afghans would like to assume ownership and self-determination of their country's continued development process. They include the Governor of Badakhshan Province, Dr Shah Wali Allah Adib (centre), seen here at the opening ceremony of a German-supported school. **Above:** Banned under the Taliban, kites have become a symbol of the feeling of new-found freedom in Afghanistan.

tion on supporting the establishment of Afghan ministries and administrative systems is one of many examples of this ongoing cooperation.

Since 2001 considerable progress has been made in developing Afghanistan and its institutions. Public revenues have risen, the professionalism of public officials has improved and cooperation between the ministries has become more routine and efficient. This has led to significant improvements in the education and health sectors, as well as in energy supply. Per capita income has also followed a positive trajectory, and is now average by comparison with other countries in the South Asia region. The Afghan Government can be rightly proud of developments such as these.

At the same time, however, resolute financial, technical and sectoral support is required from outside to ensure that the country will be able to stand on its own two feet in the future. The commitment of the predominantly well-trained and very well networked Afghan diaspora will play an important role in this.

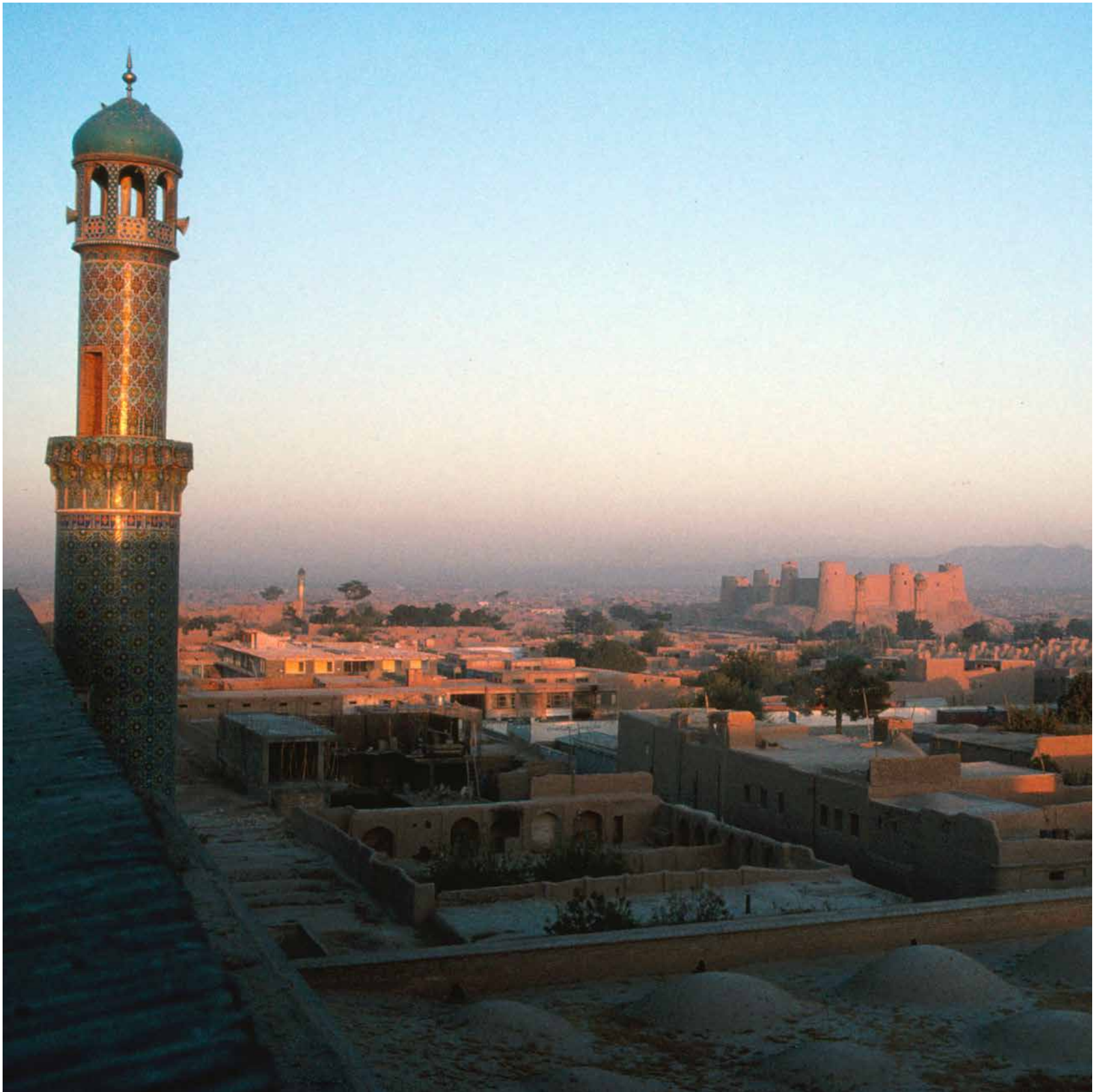
Self-determination and ownership are the key concepts for the Decade of Transformation that is now beginning. It is crucially important not only for Afghanistan, but also for the entire international community, that the country continues to move forward along this development path over the next few years. With this in mind, Germany supports

the transfer of responsibility from international to Afghan actors not only in the security sector, but also in all areas of state activity and public administration. This partnership-based approach highlights the mutual trust that has grown over decades, and the friendship that has now linked our two countries for a hundred years.



The individuals who are attempting to achieve the goal of operationalising long-term ownership in Afghanistan are working with an enormous degree of motivation and conviction. The portraits of both the Integrated and Returning Experts and their Afghan employers can provide only a brief glimpse of just how much courage, energy and hope Afghans, Germans and Afghan-Germans are bringing to bear on all levels in their participation in Afghanistan's reconstruction process.

The cooperation instrument *Integrated and Returning Experts* that this publication has focused on has proved particularly successful and is highly appreciated on both sides. It delivers visible results on all levels of joint cooperation. The work of the Integrated and Returning Experts in various institutions of Afghanistan leads to an encounter between Afghan and German culture. Personal relationships are formed that strengthen partnership, not only between governments but also between human beings, and deepen mutual understanding.





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